



United States Department of Agriculture  
Forest Service

February 2014

# Gifford Pinchot National Forest

## Outfitter and Guide Needs Assessment



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## Executive Summary

Through analysis of visitor use, current outfitter-guide use, public outreach response, and evaluation of the benefits of activities for which the public could use an outfitter-guide, this needs assessment provides a framework for managers to determine where public and agency need exists for additional commercial services. The Gifford-Pinchot National Forest was divided into three areas: General Forest, Monument, and Wilderness. Also included in this needs assessment were two wilderness areas with shared administration (Okanogon-Wenatchee National Forest). Results of this analysis showed a high need for commercial services in the following areas and locations: rock climbing/bouldering in the general forest area; bus tours and mountain climbing in the Monument area and mountaineering in the wilderness areas.

## Introduction

Providing recreation services and facilities is a key part of the Forest Service mission. To fulfill this responsibility, the agency relies upon many private, volunteer, organizational, and commercial partners. These partners, in turn, contribute their unique talents, equipment, financial resources, and technical capabilities. Although many visitors possess the necessary knowledge, skills and equipment to enjoy the national forests, others may not have the capability to participate in an activity on their own. By permitting commercial services to operate on the Gifford Pinchot National Forest (GPNF) and the two wildernesses with shared administration<sup>1</sup>, this need can be met.

There are four steps the Forest Service takes to reach a decision regarding the amount and location of commercial services: a needs assessment, a visitor capacity analysis, an outfitter-guide allocation, and finally an environmental analysis that references the first three documents.

An outfitter-guide “Needs Assessment” determines public and agency need for authorized outfitting and guiding activities (Forest Service Handbook (FSH) 2709.11 41.53e, Forest Service Manual (FSM) 2712.1). The need for outfitted and guided services in a particular area considers more than requests by proponents for conducting guided activities on the national forest. Public and agency need takes into consideration the range of recreation opportunities for the area based

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<sup>1</sup> This needs assessment refers to the GPNF (entire forest) and two wildernesses that have shared administration with the Okanogan-Wenatchee National Forest (OKAWEN). These wildernesses are the Goat Rocks and the William O. Douglas Wildernesses.

on recreation supply and demand, current outfitting and guiding activities, agency objectives that outfitter-guides can assist in achieving, and current non-guided opportunities. A Needs Assessment is not analysis conducted under National Environmental Policy Act (NEPA); rather, it provides support for agency proposals under the NEPA.

A “Capacity Analysis” determines the estimated number of visitors that can use an area during a defined time period based on resource and setting capability.

Finally, an “Outfitter-guide Allocation” expressed as a percent of total visitor capacity available to outfitter-guides (in service days or range of service days) is prepared using the information from the two steps above.

Following completion of the needs assessment, capacity analysis and outfitter-guide allocation, the forest conducts an environmental analysis (NEPA) to authorize site-specific outfitter-guide use. The Deciding Officer will reference the needs assessment, capacity analysis and outfitter-guide allocation in the environmental analysis and decision.

## **Background**

In 2008, the Forest Service released directives (FSH 2709.14 to more effectively manage the outfitter-guide program. Prior to the 2008 outfitter-guide directives, many national forests issued some temporary permits on an annual basis instead of issuing the permittee a priority permit. Several reasons for this exist. First, institutional outfitters (schools, non-profit education organizations) could not be issued a priority permit before 2008. Second, agency workload and the NEPA process inhibited the issuance of some priority permits. Finally, it was standard practice for national forests to issue a temporary permit to a new outfitter-guide for several years to ensure their operations met agency objectives and forest direction.

Under the 2008 directives, the institutional use category was abandoned and temporary use is defined as: Short-term, non-renewable outfitting and guiding use that is authorized in increments of 50 service days, up to a maximum of 200 service days in a 180-day period. This changes how the national forests issue temporary permits since temporary use is now 200 service days or less and non-renewable.

Priority use is defined as: Authorization of use for up to 10 years, based on the holder's past use and performance and applicable programmatic or project decisions to allocate use, except as

provided in 36 CFR Part 251, Subpart E, authorizations providing for priority use are subject to renewal (FSH 2709.11, sec. 41.53l). To accommodate new outfitter-guide permittees, priority permits may be issued for two years with an option to extend for eight years based on satisfactory performance.

The primary Agency direction for the preparation of a Needs Assessment can be found in Forest Service Handbook 2709.11 41.53e:

- Conduct a needs assessment to determine the public or agency need for authorized outfitting and guiding activities. A needs assessment may be conducted as part of public scoping during a NEPA analysis. Consider accessibility, size of the area, difficulty of the terrain, current levels of outfitting and guiding, and demographics of visitors to the area.
  - a. When conducting a needs assessment for outfitting and guiding activities in a wilderness area, assess whether these activities are necessary for realizing the recreational or other wilderness purposes of the area and the extent to which the activities may be authorized consistent with maintaining the wilderness character of the area.
  - b. Review previous needs assessments when reauthorizing use to ensure that they remain relevant to current and projected use trends, and update them if necessary.

Outfitters and guides must also meet Agency objectives. These objectives are specifically outlined in the Forest Service Manuals (FSMs) and Forest Service Handbooks (FSHs). See Appendix A for specific objectives related to outfitter-guides.

The purpose of the Needs Assessment is to identify the public and agency needs for outfitter-guide services that enhance the public's appreciation of the National Forests with minimal impacts to forest resources. Once the need for outfitter-guide services is established, the GPNF and OKAWEN will determine how to accommodate current and potential future outfitter-guide permits.

## **Forest Service Mission**

The Forest Service mission is: *To sustain the health, productivity and diversity of the Nation's forests and grasslands to meet the needs of present and future generations.* Outfitter-guides are expected to conduct their activities so that they meet the overall Forest Service mission. As set forth in law, this mission is to achieve quality land management under the sustainable multiple-use management concept to meet the diverse needs of people. Objectives for outfitter-guides (FSH 2709.11, 42.53b) include:

- Provide for outfitting and guiding services that address concerns of public health and safety and that foster successful small businesses consistent with the applicable land management plan.
- Facilitate greater participation of youth and educational groups in their program.
- Be skilled and experienced individuals and conduct their activities in a manner that protects environmental resources and ensures that national forest visitors receive high-quality services.

### Framework for Sustainable Recreation

The Agency's [Framework for Sustainable Recreation](#) identifies a vision, core principles and focus areas for contributing to the sustainability of national forests and adjacent communities. The recreation vision – *Renewing body and spirit, Inspiring passion for the land* – recognizes the spiritual, mental, and physical connections people make with the land. At its core, the Framework recognizes that many people connect to and know their national forests through recreation. To be relevant to future generations, the Forest Service must encourage people to experience the outdoors first hand and outfitter-guides are one of the primary partners to do so.

The outfitter-guide program contributes most significantly to the following focus areas:

- Forge Strategic Partnerships – Outfitter-guides are key partners in the delivery of recreation opportunities to a wide variety of forest visitors. Often, a guided trip is the first introduction someone has to a national forest. Outfitter-guides provide “recreational experiences, service activities, and environmental education for youth and adults that promote fitness, appreciation of nature and history, and citizen stewardship.”
- Promote Citizen Stewardship – People who understand and appreciate the natural and cultural environment are more likely to support long-term efforts to care for it. Through environmental education and learning opportunities, outfitter-guides provide first-hand experiences and help cultivate citizen stewards.
- Develop a Sustainable Financial Foundation – Outfitter-guides contribute to a sustainable financial foundation by delivering services and programs the Forest Service cannot. As commercial entities operating on the national forests, a portion of their revenue is

returned to the Forest Service to be reinvested in program administration and land management activities.

### **Role of Outfitter-guides**

Outfitter-guides can play a critical role in helping the GPNF and OKAWEN achieve the desired conditions for recreation opportunities in the following areas:

#### *Education and Interpretation for Visitors*

Many people want to know more about the natural and cultural features of the area they are visiting. While education and interpretation can be accomplished through signs, brochures and other static media, Freeman Tilden, the father of modern interpretation, said that “interpretation is revelation based upon information.” Outfitter-guides have a long reputation of turning information into a story and enhancing the experience of their clients.

The Wilderness Act and Forest Service policy calls for interpretation of natural and cultural resources to be done outside of wilderness. Yet, education and interpretation are often central to achieving the desired conditions in wilderness areas. Forest Service wilderness management direction (FSM 2323.83) states, “Verbal interpretative services by qualified wilderness rangers, volunteers, or permitted guides are acceptable.” Therefore, along with wilderness rangers and volunteers, outfitter-guides can deliver the appropriate message both inside and outside wilderness. The Forest can work with potential permittees to develop appropriate education and interpretation messages.

#### *Protection of Sensitive Resources*

Outfitter-guides are required to protect resources during their operations, so there is a greater opportunity for resource protection from guided versus unguided visitors. Outfitter-guide clients will have the opportunity to see and learn about unique cultural sites; the interconnected relationships of flora and fauna; and the effects, both positive and negative, of human activity on natural resources. With their captive and interested audience, outfitter-guides can discuss and demonstrate Leave No Trace and other resource protection techniques, and help instill a resource ethic in their clients. There is a strong accountability that critical resources are protected and not affected by the guides’ or their clients’ activities.

#### *Building Positive National Forest Constituencies*

Outfitter-guides can assist the Forest in developing public appreciation of the land, its diversity, and the need for protection and management. Through education and interpretation, outfitter-guides can highlight management challenges and advocate support for resource protection efforts. Guided clients may share these messages with their friends and family and become public land constituents themselves.

#### *Fostering Access to Opportunities*

The national forest environment can be intimidating to people who are not familiar with the outdoors. Outfitter-guides typically provide the knowledge, skills and/or equipment their clients don't possess. Outfitter-guides have an opportunity to introduce people to something highly different from their daily lives. They also have specialized knowledge that helps people feel more comfortable in a new setting.

#### *Forest Service Partners*

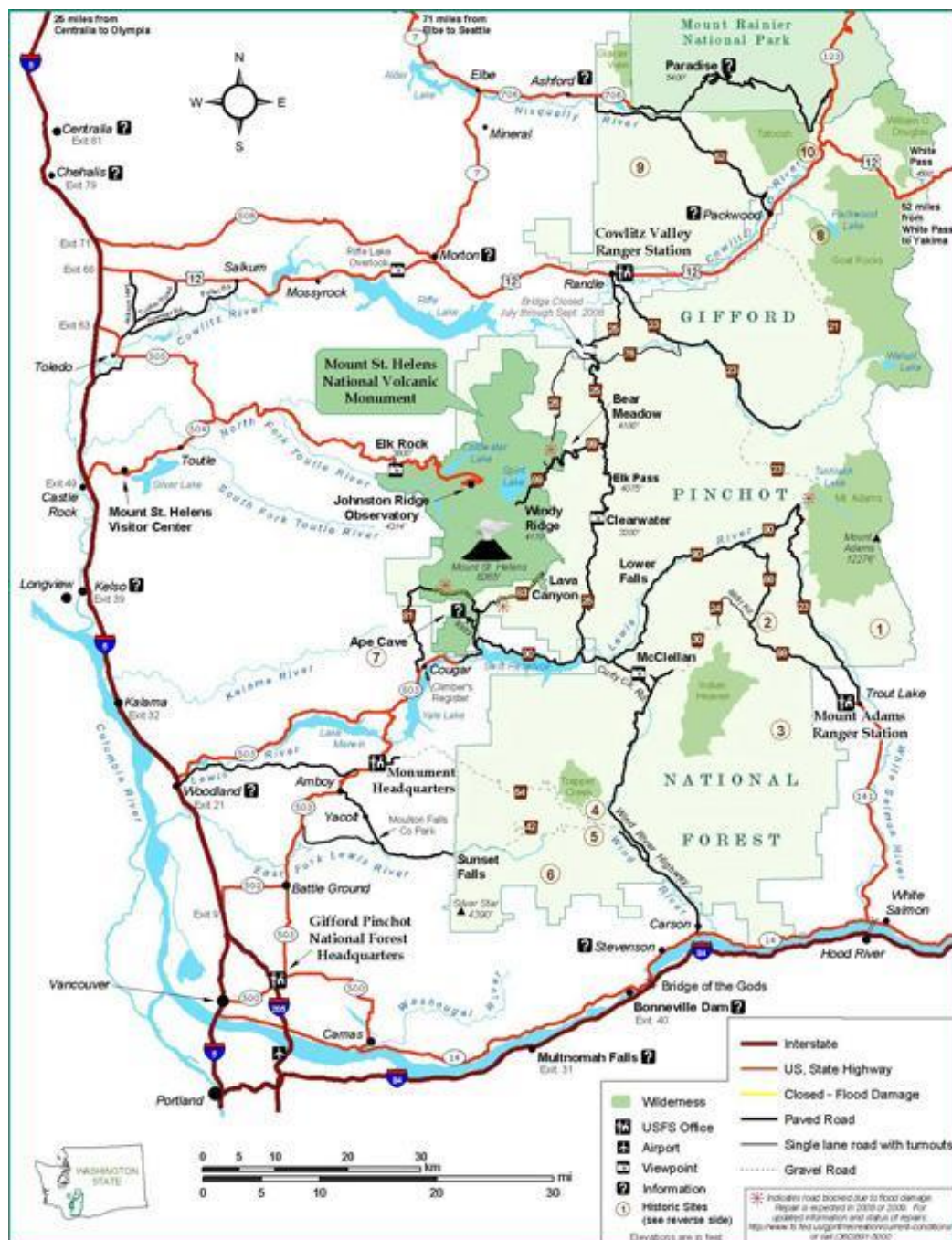
Outfitter-guides are the eyes and ears of the Forest Service. They can provide valuable feedback to the Forest about impacts to natural and cultural resources, and how much and what kind of use is occurring, including unpermitted activity.

### **Analysis Area**

The analysis area (Figure 1) includes all National Forest System (NFS) lands and waters managed by the GPNF. The analysis area does not include State, Tribal, or private lands within or adjacent to the Forest. The analysis also includes five wilderness areas on the GPNF and two wilderness areas (William O. Douglas and Goat Rocks) that are shared with the Okanogan-Wenatchee National Forest (OKAWEN).



Figure 1. Analysis Area.



The GPNF stretches along the western slopes of the Cascade Mountains from the Columbia River on the south to Mt. Rainier National Park on the north. Included among the 1.37 million-acre forest is Mount St. Helens National Volcanic Monument. The forest contributes recreation opportunities to over 3 million people who live within a 2-hour drive. Outdoor recreation opportunities are abundant and range from primitive backpacking to highly developed

campground sites. Old-growth trees provide aesthetic and recreation values. Scenery includes snow-capped mountains, glaciers, lakes, streams, waterfalls, and rock outcrops. Hiking trails offer people an opportunity for solitude. The forest also offers subsistence recreation opportunities including firewood gathering, hunting, fishing, and berry picking. Water-related opportunities abound, with over 400 lakes, 200 waterfalls, and 1,360 miles of fish-bearing streams in the GPNF.

Developed facilities in the GPNF include 46 campgrounds, 9 horse camps, 4 picnic grounds, 22 interpretive sites, 102 trailheads, and numerous swimming, boating, and observation sites. A portion of the White Pass Ski area is within the forest but is administered by the Wenatchee National Forest. Dispersed opportunities include 392 miles of road that can accommodate passenger vehicles, and an additional 2893 miles of road maintained for high clearance vehicle types only; an 1,100-mile network of trails to meet the needs of different user types (e.g., hikers, equestrians), including a portion of the Pacific Crest National Scenic Trail; and 270 miles of trails suitable for motorized trail bikes and off-road vehicles (ORVs). Winter parking areas are also available for snowshoeing, cross country skiing, and other winter sports.

The GPNF has recommended four rivers be added to the national Wild and Scenic Rivers System. They are: the Cispus River, the Lewis River, and the Clear Fork and Muddy Fork of the Cowlitz River. Thirteen additional rivers are being studied as potential Wild and Scenic Rivers. The only river currently designated as a Wild and Scenic River is the White Salmon River.

The GPNF is managed according to the Land and Resource Management Plan (LRMP; USFS 1990, with updates). The LRMP establishes forest wide goals and objectives; standards and guidelines applying to future activities; management direction; and monitoring and evaluation requirements for the multiple uses of the forest, including recreation. Management of the Mount St. Helens Monument, which is within the GPNF, is addressed under a separate management plan, as discussed below.

The OKAWEN is managed according to the Land and Resource Management Plan (LRMP, 1990). Information on the Goat Rocks and the William O. Douglas Wildernesses is included in the Wilderness section below.

## **Mount St. Helens National Volcanic Monument**

The 1980 eruption of Mount St. Helens created a recreation resource of international significance. The eruption devastated a 235 square mile area and produced one of the most spectacular landmarks in the nation. The volcano blew to the north; however, some mud flows entered the Lewis River basin. There is access to the southeastern flank of the volcano via SR 503, Lewis River Road, and a series of USFS roads; this portion of the Monument is the main access for climbers, and includes a number of sightseeing opportunities such as Ape Cave and Lava Canyon and access to other areas of the Monument, including the Windy Ridge Viewpoint (the Mount St. Helens “loop”).

In August 1982, Congress created the 110,330-acre Monument within lands previously designated part of the GPNF plus other lands. The purpose of Monument designation is to protect geologic, ecologic, and cultural resources for scientific study and research, while providing for compatible recreation and interpretation. The Congressional Act designated the Forest Service as the federal agency responsible for managing this unique resource, and it established a special management unit to manage the Monument within the GPNF. The Monument provides a variety of recreation opportunities, including developed facilities such as campgrounds, interpretive centers and viewpoints, and maintained trails, as well as dispersed activities such as fishing, hunting and trapping, horseback riding, mountain climbing, cross-country skiing, snowboarding, snowmobiling, and subsistence use.

The Monument is a significant visitor attraction in the region. Three visitor centers operated by the Forest Service, Cowlitz County, and the Weyerhaeuser Company have focused the majority of visitors to the northwest side’s blast devastation area. These visitor centers are located along SR 504 (the Spirit Lake Memorial Highway). The scenic south side of the mountain also receives extensive visitor use. Many visitors to the Monument use SR 503 to access FSR 90 and 25 to access the southern and eastern portions of the Monument’s Windy Ridge observation area or to “do the loop.” Sightseers, climbers, hikers, backpackers, cave explorers, snowmobilers, and cross-country skiers use the southern route to access destinations within the Monument and general forest area. Many of these visitors stop at project facilities as they travel along the roadway.

From the Cougar area, visitors may travel northward on Forest Road 81 to Kalama Horse Camp, Goat Mountain Research Natural Area, and Sheep Canyon located inside the Monument or

GPNF. Just north of Swift No. 1 dam, visitors may also travel north on Road 83 to several more destinations including Ape Cave, Climbers' Bivouac, 2 snopark areas, Lava Canyon day use area, and several trailheads. Climbers receive Forest Service permits to climb Mount St. Helens at a private business in Cougar. Still other visitors travel farther east on FSR 90 stopping near Swift Reservoir at the GPNF Pine Creek Information Station.

## Wilderness

There are seven wildernesses in the project area:

- Glacier View Wilderness
- Goat Rocks Wilderness (co-administered with the Okanogan-Wenatchee National Forest)
- Indian Heaven Wilderness
- Mt. Adams Wilderness
- Tatoosh Wilderness
- Trapper Creek Wilderness
- William O. Douglas Wilderness (co-administered with the Okanogan-Wenatchee National Forest)

The seven Wildernesses cover an area of approximately 179,543 acres and extend along the Cascade Range from just north of the Columbia River to Mt. Rainier National Park.

**Glacier View Wilderness** is approximately 3,067 acres and is adjacent to the southwest boundary of Mt. Rainier National Park. Major features include Mount Beljica, Glacier View Peak, some small cirques and lakes, and the Mount Beljica Meadows. The area is forested with noble fir, Pacific silver fir, white pine, Douglas-fir, hemlock, western red cedar, and true fir. This wilderness provides important summer range for mountain goats and elk.

Two primary trailheads provide access to this Wilderness from the National Forest and there are approximately 9 miles of trails. The Puyallup Trail #248 provides access through Glacier View Wilderness to the National Park and, since the Westside Road in the National Park washed out, this trail has become a more popular access to the trail system in the southwest portion of the National Park. Day use constitutes the major portion of the total use in this Wilderness and stock use is extremely low. Glacier View receives most use during the summer with some hunting use during the fall and cross country skiing in the winter. Forest policy states that there will be no outfitter-guide services in this wilderness.

**Goat Rocks Wilderness** is approximately 104,849 acres. The Gifford Pinchot National Forest administers approximately 71,219 of these acres and is considered the lead Forest for administration of the Wilderness. The Goat Rocks is a series of fairly high peaks and open ridges running from north to south. The forested valleys are dissected by numerous streams descending from glacier-carved basins on the ridge line. Numerous streams descending from glacier-carved basins dissect forested valleys. There are several small lakes at the higher elevations; the two major lakes in the vicinity, Packwood and Walupt, are adjacent to the western Wilderness boundary. There are 18 primary trailheads with approximately 187 trail miles, including portions of the Pacific Crest National Scenic Trail.

**Indian Heaven Wilderness** is approximately 20,826 acres. It is a unique upland plateau area of relatively gentle terrain crossed by a sharp ridge of low-elevation peaks and volcanic cones. There are ten designated trailheads and approximately 47 miles of trails. The extensive trail system, which includes a portion of the Pacific Crest National Scenic Trail, provides access throughout. The attractiveness of the area, combined with easy access and extensive trail system, has resulted in heavy use during the summer and fall, including the hunting season. The area has religious, ceremonial, and cultural significance to the Yakama Indian Nation and receives regular use by them.

**Mt. Adams Wilderness** is approximately 47,096 acres. Mt. Adams (12,276 feet), with its rock faces and numerous glaciers radiating from the summit, is the major feature in this area. It includes the headwaters of the Lewis and White Salmon Rivers, and two forks of the Cispus River. It is bounded on the east by the Yakama Reservation.

The trail system, including the Pacific Crest National Scenic Trail, leads visitors up through coniferous forests on the lower slopes to the alpine meadows which are a major attraction above tree line. A number of small lakes are scattered throughout the forested portions of the area. Mt. Adams has a number of climbing routes, but the majority of climbing occurs on the South Climb.

**Tatoosh Wilderness** is approximately 15,704 acres and is located along the southern boundary of Mt. Rainier National Park. It is rugged and steep, with the forested lower slopes leading to subalpine areas on the Tatoosh ridge line. Tatoosh Lakes, just east of the ridge, are popular destinations as is the old Tatoosh Lookout site on the high point of the ridge (6310' elev.). The Muddy Fork of the Cowlitz River runs through the eastern portion of the Wilderness.

The Wilderness includes 532 acres of the Butter Creek Research Natural Area in the upper Butter Creek drainage. The RNA was established to facilitate the study of watersheds, stream biology, and subalpine plant communities.

The trail system is limited with one primary trail accessing the ridge. Two spur trails access Tatoosh Lakes and the old lookout site. There is a total of approximately 10 trail miles within Tatoosh Wilderness. Forest policy states that no outfitter-guide use will occur in this wilderness.

**Trapper Creek Wilderness** is approximately 5,908 acres. This wilderness offers a variety of ecological types including young and old-growth Douglas fir at lower elevations, cliffs, talus slopes, Soda Peaks Lake, wet meadows, open rocky peaks, streams and waterfalls, and silver fir forest. With only one lake and limited off-trail opportunities, solitude is sometimes more difficult to find than in other nearby wilderness areas. Winter access is relatively easy for cross country skiing and snowshoeing.

**William O. Douglas Wilderness** is approximately 169,081 acres, of which 15,723 are administered by the GPNF, the rest by the Okanogan-Wenatchee NF (OKAWEN). The OKAWEN is the lead for administration of this wilderness.

The western boundary is shared with Mt. Rainier National Park. Topography is varied, with alpine lakes and high elevation forest the major attraction. Winter use is possible here for cross country skiing, snowshoeing and skiing. Wildflowers are a draw in spring on Chinook Pass. Approximately three hundred and eighty-five miles of trail are found in this wilderness, including twenty-five miles of the Pacific Crest Trail.<sup>2</sup> The Tumac Plateau is one of the most popular areas of this wilderness since it is relatively easy to reach.

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<sup>2</sup> US Department of Agriculture, Forest Service. Wilderness Research Environmental Assessment, 1998.

## Needs Assessment Factors

### The Recreation Niche

The GPNF developed a recreation niche statement and setting map through the Recreation Facility Analysis process. The niche statement describes the unique characteristics, opportunities, settings, and activities of the forest’s recreation program. Outfitter-guide services should be aligned with niche opportunities and settings. The statement reads as follows:

#### *Heartbeat of the Cascade Range*

*Emphasis: The living volcanic landscape of the Gifford Pinchot National Forest climbs from the depths of the Columbia River to the heights of the Cascade Mountains. Multi-cultural and first time visitors learn environmental stewardship for this incredible place through day use opportunities near the urban edge of the forest and at MSHNVM. Backcountry campsites near lava-created lakes and remote settings in the lush high Cascades provide opportunities for visitors to hone their skills while developing a love and commitment to outdoor recreation. The traditional characteristics of this backcountry forest, next door to 10 million people, provide opportunities for the Forest to connect with the urban world.*

#### Settings, Special Places, and Values:

Forest-wide – Caught in the convergence of large urban population growth the GP is a place where remoteness can still be easily found in the seven wilderness areas and extensive backcountry. In strong partnership with gateway communities, the public is invited to experience and learn about the outdoors. With waterfalls, over 100 lakes and 1300 miles of streams, water attracts visitors to the Forest and is the lifeblood of the communities. Birds and big game offer watchable wildlife opportunities. MSHNVM is a unique living laboratory accessible to the public.

Frontcountry – Located near urban communities and along key paved travel ways this setting receives concentrated use and provides easy access for urban visitors and those less familiar with outdoor settings. Past management is evident and produced open conifer stands for easy viewing and access. MSH continues to astound visitors, and the incredible resilience of the natural world is seen in its ashen landscape.

Backcountry - With lava fields, berry fields and high country conifer forests, located between the front country and solitude settings this area provides a sense of “getting away” with less development and lower standard roads.



Solitude – From Mt Rainier to Mt Adams this high alpine setting, dotted with lakes includes the majority of designated Wilderness on the forest and provides incredible views of the changing landscape.

#### Activities/Opportunities/Experiences:

Forest-wide – The Forest is comprised of a gradation of settings from extensive front country day use near urban areas to remote wilderness. Access from strategically managed roads and trails provide a safe, inviting way to experience and see the beauty of the Forest. Hunting, fishing, hiking, winter activities and gathering forest products occur in all settings. The forest is known for its quality winter recreation activities. Partnerships and outfitter-guides are a key to providing and delivering a quality recreation program, and help promote the scientific and educational mission of MSHNVM and the Forest.

Frontcountry – Well maintained roads, signage, and information make this setting well known and well used by urban communities. Day use activities are the primary focus in this setting including: short, easy day hikes, scenic driving, winter activities (snowmobiling, x-country skiing, snow play), watchable wildlife, water play, and mountain biking. MSH is a huge draw and can be explored from the visitor center surroundings or by hiking to the very edge of the crater.

Backcountry – Quality rustic facilities support attraction based camping, long distance hiking (PCT), and horseback riding. There is a high quality system on existing single track and quad routes for OHV riding. Traditional uses such as berry picking and mushrooming are emphasized.

Solitude – This setting provides true solitude and is nationally known for its peak climbing opportunities. Horseback riding, hiking, and backpacking allow visitors to enjoy the solitude and beauty with family and friends.<sup>3</sup>

#### **OKAWEN Recreation Niche**

The OKAWEN's recreation niche applies to the entire two forests (Okanogan and Wenatchee); however, for the purposes of this analysis it is important to recognize that the niche places emphasis on designated wilderness. The following descriptive statements and setting apply to this analysis:

*Mountains to See, Places to Be*

*Stretching from the inspiring heights of the Cascade Crest to the open lowlands of the Columbia River, the Okanogan and Wenatchee NFs are defined by contrasts. Vast wild areas offer solitude, challenge and freedom while travel corridors offer easy access to*

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<sup>3</sup> Gifford-Pinchot National Forest Recreation Facility Analysis, 2008.

*avenues of adventure. Quality of life and connections to the land will continue to draw a growing and diverse population who call this amazing place their own.*

With 40% of their land base designated Wilderness, the forests contain some of the most remote terrain in the Northwest. Water, from rivers to lakes to snow in the winter, is a major attraction on the forests.

Backcountry – This setting falls along the crest of the Cascades and includes high glaciated alpine peaks. It contains designated Wilderness as well as remote, unroaded areas. Opportunities for finding solitude, discovering self-reliance, and exploring rugged terrain are found here.<sup>4</sup>

## Demand

The future of nature-based recreation participation is often cyclic, depending on economic, environmental and social factors. Some conclusions can be drawn from trends data. Recent events including the 2008 recession and subsequent rising unemployment rates could change the way Americans participate in recreational activities in the future. A demand analysis was prepared for this project, analyzing national, regional and local use. The full demand analysis can be found in Appendix C. Key points include:

- Nearly 50% of Americans ages six and older participated in outdoor recreation in 2009. That's a slight increase from 2008 and equates to a total of 137.8 million Americans.
- 42% of outdoor participants said the economy impacted how often they participated in outdoor activities in 2009.
- Between 2000 and 2007, the total people participating in nature-based activities grew by 3.1 percent while the number of days of participation grew about 32 percent.
- Significant factors affecting recreation participation, particularly since 2008, include the economy, children and young adults' growing disinterest in outdoor recreation, and gas price increases.
- Viewing and photographing nature were important activities regionally. Nearly a third of Washington State's population reported participating in this activity in the latest Statewide Comprehensive Plan (2008).

## Forest Recreation Use

In response to the need for accurate recreation use data, the Forest Service developed a permanent sampling system known as the National Visitor Use Monitoring (NVUM) project

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<sup>4</sup> Okanogan-Wenatchee National Forest Recreation Facility Analysis, 2008.

which has been implemented nationwide. All national forests and grasslands, including the GPNF and the OKAWEN, completed two rounds of data collection as of 2009. The GPNF completed round three in 2011. The NVUM provides statistical recreation use information at the forest, regional, and national level.

The GPNF receives 1.3 million visits a year (Table 1). The average duration for a National Forest visit on the forest was just over 24 hours, although more than half of such visits last less than 5 hours. Most visits to day use sites last not more than one hour; on the other hand almost half of all visits to Wilderness last more than one day. Nearly three-quarters of all visits are made by people who visit more than 5 times per year. People who visit more than 50 times per year account for only about 5 percent of all visits.

**Table 1. GPNF Annual Visitation Estimates**

<b>Annual Visitation Estimate</b>	<b>No. of Visits</b>	<b>% Confidence</b>
<b>Visit Type</b>	<b>Visits (1,000s)</b>	<b>90% Confidence Level (%)</b>
Total Estimated Site Visits	1,390	±17.7
Day Use Developed Site Visits	808	±18.9
Overnight Use Developed Site Visits	44	±30.8
General Forest Area Visits	515	±37.5
Designated Wilderness Visits <sup>†</sup>	22	±24.0
Total Estimated National Forest Visits	697	±24.8
Special Events and Organized Camp Use <sup>‡</sup>	19	±0.0

**Table 2. Activity Participation on the GPNF.**

Activity Participation	%	%	Avg
Activity	% Participation*	% Main Activity‡	Avg Hours Doing Main Activity
Viewing Natural Features	70.2	32.9	3.7
Hiking / Walking	51.3	11.6	5.7
Viewing Wildlife	49.1	2.3	4.2
Driving for Pleasure	42.6	4.0	3.1
Relaxing	40.4	5.1	11.2
Nature Center Activities	25.5	2.8	1.9
Visiting Historic Sites	22.5	1.7	2.9
Picnicking	18.1	1.6	3.3
Hunting	14.5	13.0	20.6
Developed Camping	10.6	3.0	43.5
Nature Study	10.2	0.1	12.7
Gathering Forest Products	8.9	2.7	6.4
Some Other Activity	7.6	3.8	4.3
Fishing	6.7	3.6	6.4
Primitive Camping	5.8	0.2	36.0
Cross-country Skiing	5.4	4.4	2.8
Backpacking	4.0	1.8	21.7
Other Non-motorized	3.9	1.0	6.9
Snowmobiling	3.5	3.5	5.3
Bicycling	3.3	0.7	1.6
Non-motorized Water	1.3	0.4	3.7
Resort Use	0.7	0.1	8.3
Other Motorized Activity	0.6	0.2	6.0
No Activity Reported	0.4	0.4	
Motorized Water Activities	0.2	0.1	5.7
Motorized Trail Activity	0.2	0.0	3.0
OHV Use	0.2	0.0	0.0
Horseback Riding	0.1	0.1	13.0
Downhill Skiing	0.1	0.0	20.0

### **OKAWEN Visitor Use Data**

Visiting natural features and walking were also the two top-rated activities on the OKAWEN. Full participation data is not recorded here for this forest since this needs assessment includes only two shared wilderness areas.

For developed use areas and designated Wilderness in the GPNF, visitors tend to stay around 40 and 25 hours respectively on average. Day use is also consistent with visitors staying just over an hour. Other visit durations in Table 3 shows inconsistency between average and median values and may not be reliable.

There are several activities that more than one-half of all visitors participate in while visiting the forest. These include: viewing scenery 72%, hiking, walking 51%, and viewing wildlife 50.5%. For primary activities, the most frequent are: viewing scenery 35%, hiking 11%, and hunting 11%. This conforms to previous information on viewing scenery either by walking or driving, viewing wildlife, and nature center activities.

**Table 3. Visit Duration at Selected Sites (GPNF)**

Visit Duration	Average	Median
Visit Type	Average Duration (hours)	Median Duration (hours)
Site Visit	9.1	1.8
Day Use Developed	1.3	0.7
Overnight Use Developed	40.2	41.3
Undeveloped Areas	15.6	4.0
Designated Wilderness	28.6	22.6
National Forest Visit	25.7	4.9

Demographic results indicated that the majority of visitors were male (65.8%) compared to female (34.2%). Of total visitors surveyed, the largest age group represented was in the 40-49 category (22.6%) closely followed by the 50-59 age group (20.3%). The least represented age group was the 16-19 year olds (3.0%). Visitors were mostly white (97.8%) followed by Latino/Hispanic (3.9%).

The results showed that visitors in general do not feel crowded. When asked about crowding perception on a scale of 1-10, with 1 being “hardly anyone there” and 10 meaning “overcrowded”, an average rating for the general forest area (GFA) was 4.2 and wilderness was 3.5. On the OKAWEN, NVUM results for wilderness was very similar (3.7)<sup>5</sup>

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<sup>5</sup> National Visitor Use Monitoring, Okanogan-Wenatchee NF, [http://apps.fs.usda.gov/nrm/nvum/results/ReportCache/Rnd3\\_A06008\\_Master\\_Report.pdf](http://apps.fs.usda.gov/nrm/nvum/results/ReportCache/Rnd3_A06008_Master_Report.pdf), 2010

Visitor activity participation is a good indicator of the types of recreation opportunities and settings in current demand by recreation visitors. However, the results of the NVUM activity analysis do not identify the types of activities visitors would like to have offered on the national forests. It also does not tell about displaced forest visitors, those who no longer visit the forest because the activities they desire are not offered.

### **Mount St. Helens National Volcanic Monument**

The Monument is a significant visitor attraction in the region. Many visitors to the Monument use Lewis River Road to access the southern and eastern portions of the Monument's Windy Ridge observation area. Sightseers, climbers, hikers, backpackers, cave explorers, snowmobilers, and cross-country skiers use the southern route to access destinations within the Monument and the general forest area.

During the 2011 recreation season, researchers from West Virginia University conducted a recreation use study with 944 visitors using face-to-face interviews.<sup>6</sup> More than half (59.2%) of the respondents were repeat visitors and most (73.4%) traveled in groups consisting of family or friends. Nearly three-fourths (73.6%) of the sample were on day trips lasting about four hours in length. Those that were on overnight trips (26.4%) spent an average three days at the Monument. Just over half (55.2%) of the respondents were aware that the Monument was managed by the GPNF. The most popular activities were experiencing Mount St. Helens (81.5%), viewing/photographing wildlife/scenery (66.7%) and sightseeing (64.7%). Of these, experience Mount St. Helens (40.4%) and sightseeing (11.8%) were most frequently reported as primary activities. Hiking and walking (10.2%) was also a popular primary activity.

A majority (62.4%) of the visitors to the Monument felt only slightly crowded or not at all crowded. Respondents reporting being in sight of other groups an average of 54% of the time and most (38.2%) saw the expected amount of crowding. Over half (58.7) of the visitors reported that they did not have to wait at choke points at any time during their visit. Those that did have to wait indicated that it would be acceptable to wait about fifteen minutes before moving on.

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<sup>6</sup> Mount Saint Helens National Monument: 2011 Region 6 Recreation Use Study, Robert C. Burns, Ph.D. West Virginia University Teri L. Chuprinko, Research Assistant West Virginia University

Visitors also indicated that it would be acceptable to see other groups about 54% of the time during their visit to the Monument.

Respondents indicated that they were highly satisfied with their overall experience at the Monument and felt that the trip was well worth the money spent to take it. A vast majority rated the condition of the natural landscape and the responsiveness of staff as very good or excellent. The visitors also indicated that there was a good representation of the Forest Service staff and that the availability of maps and signage was adequate. While the ratings for quality attributes and domains were generally very good, they did indicate that some visitors felt that recreation activities at the Monument were not compatible. A small portion of visitors also felt that there was a lack of balance in the social and biological management systems at the Monument. Despite this, most visitors indicated having little or no problems with crowding and conflict while on their trip.

### **Wilderness**

The demographic results for wilderness as determined by the GPNF 2011 NVUM were similar to general forest visit results, and showed that visits were mostly made by men (60.3%) more than women (39.7%). Ethnicity was overwhelmingly white (99.3%) and the largest age group was between 40-49 (25.1%) closely followed by the 50-59 age group (23.8%). The smallest age group of wilderness visitors was between 16-19, with 1.6%. The vast majority of wilderness visitors surveyed were from Washington and Oregon. See below for OKAWEN wilderness NVUM results.

The Wilderness Resource Protection Environmental Assessment, prepared for all the wildernesses on the GPNF in 1999, found that overnight use accounted for approximately 43% of all use although there were distinct variations by wilderness. Backpackers accounted for approximately 39% of all overnight use and stock users accounted for approximately 4% of all overnight use. Day stock use was 8% of total use and day hiking use was 49% of total use.

### ***OKAWEN Wilderness Data***

The most recent NVUM data (2010) for the OKAWEN showed that wilderness visit demographics were similar, with males (61.8%) the majority of visitors to females (38.2%). Whites made up the majority of visitors (98.1%) with Asians (1.9%) the next closest category.

The 50-59 age group made up 30.9% of visitors and the least represented were between the ages of 16-19 (0.8%). Visitors reported not feeling crowded (3.7% average on a scale of 1-10).

The vast majority of visitors were from Washington State and average visit duration was 12 hours.<sup>7</sup>

## Public Involvement

Stakeholders on the GPNF were contacted regarding this outfitter-guide program analysis.

Current GPNF outfitters were sent a letter explaining the process and additional public outreach was conducted via a news release and information on the forest website. Website questions included the following: What principal recreation activity(s) do you participate in on the Gifford Pinchot National Forest?

*Have you used an outfitter or guide for these or other recreation activities? If yes, what activities? How did having an outfitter-guide affect your trip?*

*What are some of your “special places” on the Gifford Pinchot National Forest? What guided activities do you believe are suitable in these places and why?*

*Are there places that should not have any kind of outfitter-guide led activities? If so, which activities and locations and why?*

*Are there places that might benefit from having outfitter-guide led activities there? If so, which activities and locations and why?*

*Recreationists are often looking for new and different ways to enjoy the outdoors. Do you anticipate any new trends/activities in the future and, if yes, what are they?*

*What future role(s) might outfitters and guides have regarding current and/or new activities?*

A total of eight comments were received, most offering general support for the outfitter-guide program. A few responded with specific information (Table 4).

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### Table 4. Public Involvement in this Analysis

<sup>7</sup> [http://apps.fs.usda.gov/nrm/nvum/results/ReportCache/Rnd3\\_A06008\\_Master\\_Report.pdf](http://apps.fs.usda.gov/nrm/nvum/results/ReportCache/Rnd3_A06008_Master_Report.pdf).



Activity appropriate for o-gs	Have used an O-G for this activity	Recreation trends	Not appropriate for O-Gs	Ways O-Gs are important
Climbing Mt. St. Helens and Mt. Adams (2) Spirit Lake (2) Mount Margaret Backcountry Horseback trail rides from Kalama Adventure park; zip lines	Rock climbing	Day trips from metro area Multi-media photo and video workshops Desire for overnight cabins at Coldwater International visitor group experience Kite boarding Snow boarding Mountain bike park Ecotourism Education Adventure races	Possibly wilderness if use is heavy	Safety (2) Leave No Trace (2) Learning cultural history, geology, biology Provide input to FS Ensuring compliance

### Outfitter and Guide Use

Actual use is the amount of client days (commonly called service days) an existing outfitter-guide is authorized to use under a special use permit in a given year. Often the amount authorized does not equal the amount of actual use for various reasons including lack of demand, a poor economy, or natural disasters. It should be noted that skilled marketing also helps drive the number of clients who use these services. While actual use numbers are not the sole basis for determining need, they can show public demand for outfitting and guiding.

Service days are defined as a day or any part of a day on National Forest System lands for which an outfitter or guide provides goods or services, including transportation, to a client. For example, if one horseback riding client spends three hours on the national forest, that is counted as one service day. Four clients on the same trip would equal four service days. The total number of service days reported for 2011 was used to calculate percentage of overall use by outfitter-

guides. The amount of total visitor days allocated for outfitter-guides on the GPNF in 2011 was 6,785, or about .1% of total visitor use in that year as estimated by NVUM.

The OKAWEN numbers were not calculated since they represent such a small portion of the overall visitor use estimates in NVUM (less than .001%).

An indication of need can be determined from a review of the service days allocated to outfitter-guides versus the service days they actually used. Table 5 shows how service days used varied by activity offered. This table gives a clear picture of what types of activities are more popular and how the use varies per year. It should be noted that the recession and impacts to the economy can be seen across the country in lower outfitter-guide utilization of service days beginning in 2007.

Complete tables showing each activity by year and percent of service days used can be found in Appendix E.

Occasionally the amounts of days authorized/days used exceed 100%. This can happen when an outfitter-guide is granted additional temporary days during the season, or when they exceed their authorized days without permission.

Generally, the percentage of service days authorized versus service days used is low among most permitted activities. For example, in 2011 only a few activities showed over 50% of service days used.

**Table 5. GPNF Percent of allocated service days actually used by activity and year.**

Activity	Year	Year	Year	Year	Year	%
General Forest	2007	2008	2009	2010	2011	Average
Backpack	0%*	0%	0%	0%	0%	0%
Caving	31%	31%	31%	8%	53%	31%
Climbing	64%	53%	51%	79%	57%	61%
Hiking	16%	15%	19%	16%	30%	19%
Mtn Bike	29%	0%	0%	0%	0%	6%
Road Biking	42%	42%	28%	48%	42%	41%
Running	100%	100%	100%	100%	100%	100%
Snow	21%	11%	7%	7%	14%	12%
Mount Margaret Backcountry	2007	2008	2009	2010	2011	Average
Backpack	69%	0%	0%	28%	0%	19%
Hiking	75%	0%	0%	14%	0%	18%
Wilderness (GPNF)	2007	2008	2009	2010	2011	Average
Backpack	23%	19%	39%	34%	27%	28%

Activity	Year	Year	Year	Year	Year	%
Wilderness (GPNF)	2007	2008	2009	2010	2011	Average
Climbing	21%	20%	10%	16%	24%	18%
Hiking	0%	0%	74%	0%	0%	15%
Horse Day Rides	16%	137%	32%	42%	37%	53%
Horse Packing (Overnight)	14%	135%	34%	42%	36%	52%

\*0%=service days were authorized but none were used.

Two outfitters are permitted on the OKAWEN portion of the shared wildernesses. Their use of the wildernesses is small (Table 6). Data was only available for some of the years of use.

**Table 6. OKAWEN Wilderness Outfitter-Guide actual use data\***

Activity	2007	2008	2009	2010	2011
Day rides	63 (unspecified activity)	90 (unspecified activity)	51 (unspecified activity)	52	20
Drop camps	#	#	#	54	65
Hunting	#	#	#	NA	10
Horse packing (overnight trips)	#	#	#	62	NA

\*from 2008 and 2010, respectively, the two pack stations were not specifically allocated service days, but were required to report their use. Therefore no ratio of days used/allocated can be established for those years.

#Use reports did not specify type of guided activity.

The GPNF has not issued new special use permits on a regular basis since 2000, although a few temporary and recreation event permits have been issued in that time period. Lack of a needs assessment and capacity analysis as well as lack of managerial capacity to administer permits are the main reasons for this “moratorium”. There have been many requests over the last thirteen years from prospective outfitters; a list maintained by the forest totals approximately 400 inquiries. These range over the full spectrum of activities, including hunting, nature-based education, backpacking and horseback riding.

## Evaluation Criteria

### Non-wilderness categories

An outfitter-guide analysis team consisting of recreation and wilderness specialists from both the OKAWEN and the GPNF developed ten evaluation categories and associated criteria to assess public and agency need for outfitter-guide services (Table 7). Appendix D contains the ranking of each activity across the ten categories.

**Table 7. Non-Wilderness Evaluative Criteria.**

At Risk Youth, Non-traditional and Disabled Visitors	
L	This activity offers extensive opportunities for youth or non-traditional visitors to participate; the need is low for outfitter-guides to provide services.
M	This activity offers moderate opportunities for youth and non-traditional visitors to participate; the need is moderate for outfitter-guides to provide services.
H	This activity does not offer opportunities for youth or non-traditional visitors to participate; the need is high for outfitter-guides to provide services.
Education/Interpretation/Stewardship	
L	This activity is not focused on nature-based education, does not allow for opportunities to educate the public when they are pursuing this activity or there is limited need for outfitters to include an education/stewardship message for this activity.
M	This activity allows for occasional opportunities for the public to learn about this forest and allows for moderate opportunity for education. There is a moderate need for outfitters to include an education/stewardship message for this activity.
H	This activity is focused on or provides a high level of opportunity for the public to learn and care for this forest or, due to the nature of this activity, it is essential that the outfitter include an education/stewardship message for this activity.
Knowledge, Skills and Ability	
L	The activity does not require the participant to learn new or unique skills or little time is required to master needed skills.
M	The activity requires the participant learn new or unique skills and the skills can be fairly easily taught.

<b>H</b>	The activity requires the participant to master unique, technical skills and considerable time and/or talent is needed to master the skills. Use of a guide is almost a prerequisite for a novice to participate in the activity.
<b>Regional Availability</b>	
<b>L</b>	Similar services are widely available within a reasonable distance (less than 2 hours' drive).
<b>M</b>	Similar services are somewhat available within the geographic area although dispersed in nature; visitors would need to drive more than two hours to participate.
<b>H</b>	Few similar service are offered, this opportunity is unique across the geographic area.
<b>Resource Impacts</b>	
<b>L</b>	The general public can participate in this activity without causing lasting resource damage (past one season) due to type of activity, season of use and easily understood regulations; common sense dictates actions.
<b>M</b>	There is a moderate potential for resource damage lasting past one season; the presence of an outfitter is beneficial and can mitigate this potential.
<b>H</b>	An outfitter is highly beneficial and sometimes essential in order for visitors to participate in this activity without causing resource damage.
<b>Equipment</b>	
<b>L</b>	No specialized equipment is necessary or it is available at enough price levels and choices that it is affordable for most (binoculars, coolers, backpacks, and boots).
<b>M</b>	Specialized equipment needed for the activity is reasonably affordable, though one or two items may be expensive for some. Most people would not purchase the equipment without some confidence of repeated or continuous use (bicycles, tents, climbing equipment).
<b>H</b>	Specialized equipment needed for the activity is expensive to the point of being beyond the reach of the many people who might otherwise try the activity or would probably not be used on a regular basis without continued instruction (snowmobiles, horses, whitewater rafts)
<b>Benefit to Local Economy</b>	
<b>L</b>	Outfitter-guide opportunities for the activity would minimally benefit the local economy.
<b>M</b>	Outfitter-guide opportunities for the activity would somewhat support economic sustainability in local communities (e.g., utilize or foster small business, create seasonal jobs).

<b>H</b>	Outfitter-guide opportunities for the activity would actively promote economic sustainability in local communities (e.g., utilize or foster small business, create jobs, draw visitors specifically to participate in the activity or encouraging visitors to spend the night in nearby communities).
<b>Safety/Risk</b>	
<b>L</b>	There is low potential for serious injury or loss of life when participating in this activity.
<b>M</b>	There is moderate potential for serious injury or loss of life when participating in this activity. Outfitter-guides can mitigate safety risks with proper equipment and instruction.
<b>H</b>	There is high potential for serious injury or loss of life when participating in this activity. Outfitter-guides must have extensive training and/or certification to lead this activity.
<b>Demand</b>	
<b>L</b>	Little to no documented interest this activity locally including little/no letters/requests of public inquiry about this activity, or little/no requests from current/potential outfitters about expanding their use.
<b>M</b>	Moderate documented interest in this activity locally including occasional letters/requests of public inquiry about this activity, or occasional requests from current/potential outfitters about expanding their use.
<b>H</b>	Significant increased or predicted higher public interest locally, several/many letters of public inquiry about this activities, or several/many requests from current/potential outfitters about expanding their use.
<b>Minors</b>	
<b>L</b>	This activity offers extensive opportunities for youth to participate without a guide; commonly kids are taken by parents or the activity is easy to master
<b>M</b>	This activity is targeted at youth and may encourage participation; it is moderately difficult for adults to possess the skills and knowledge to conduct this activity with kids.
<b>H</b>	This activity requires the services of a guide for youth to participate; there would be very few adults who possess the skills and knowledge to take youth without a guide

## Mount St. Helens National Monument

Mount St. Helens National Volcanic Monument was created by an Act that states, in part, “The Secretary (of Agriculture) shall manage the Monument to protect the geologic, ecologic, and cultural resources...allowing geologic forces and ecological succession to continue substantially unimpeded (Section 4, b1). It states that uses of the Monument such as research and recreation must be compatible with the above provision.

The team developed the following evaluation criteria to assess the need for outfitted services on the Monument (Table 8).

**Table 8. Mount St. Helens Evaluative Criteria.**

At Risk Youth, Non-traditional and Disabled Visitors	
L	This activity offers extensive opportunities for youth or non-traditional visitors to participate; the need is low for outfitter-guides to provide services.
M	This activity offers moderate opportunities for youth and non-traditional visitors to participate; the need is moderate for outfitter-guides to provide services.
H	This activity does not offer opportunities for youth or non-traditional visitors to participate; the need is high for outfitter-guides to provide services.
Monument Interpretation	
L	This activity is not focused on interpreting the special qualities of the Monument; due to the nature of the activity, it does not allow for opportunities to educate the public when they are pursuing this activity.
M	This activity allows for occasional opportunities for the public to learn about this monument and allows for moderate opportunity for education.
H	This activity is focused on or provides a high level of opportunity for the public to learn and care for this monument.
Knowledge, Skills and Ability	
L	The activity does not require the participant to learn new or unique skills or little time is required to master needed skills.
M	The activity requires the participant learn new or unique skills and the skills can be fairly easily taught.

<b>H</b>	The activity requires the participant to master unique, technical skills and considerable time and/or talent is needed to master the skills. Use of a guide is almost a prerequisite for a novice to participate in the activity.
<b>Setting dependency</b>	
<b>L</b>	This activity is not dependent on this setting (the monument)
<b>M</b>	This activity may not be specifically dependent on the monument setting but the presence of the monument contributes to the experience of visitors.
<b>H</b>	There are no other locations outside of the monument that can accommodate this type of use, either due to geography or experience, or this activity is monument dependent (for example, trips focused entirely on events that occurred in this place.
<b>Resource Impacts</b>	
<b>L</b>	The general public can participate in this activity without causing lasting resource damage (past one season) due to type of activity, season of use and easily understood regulations; common sense dictates actions.
<b>M</b>	There is a moderate potential for resource damage lasting past one season; the presence of an outfitter is beneficial and can mitigate this potential.
<b>H</b>	An outfitter is highly beneficial and sometimes essential in order for visitors to participate in this activity without causing resource damage.
<b>Equipment</b>	
<b>L</b>	No specialized equipment is necessary or it is available at enough price levels and choices that it is affordable for most (binoculars, coolers, backpacks, and boots).
<b>M</b>	Specialized equipment needed for the activity is reasonably affordable, though one or two items may be expensive for some. Most people would not purchase the equipment without some confidence of repeated or continuous use (bicycles, tents, climbing equipment).
<b>H</b>	Specialized equipment needed for the activity is expensive to the point of being beyond the reach of the many people who might otherwise try the activity or would probably not be used on a regular basis without continued instruction (snowmobiles, horses, whitewater rafts)
<b>Benefit to Local Economy</b>	
<b>L</b>	Outfitter-guide opportunities for the activity would minimally



	benefit the local economy.
<b>M</b>	Outfitter-guide opportunities for the activity would somewhat support economic sustainability in local communities (e.g., utilize or foster small business, create seasonal jobs).
<b>H</b>	Outfitter-guide opportunities for the activity would actively promote economic sustainability in local communities (e.g., utilize or foster small business, create jobs, draw visitors specifically to participate in the activity or encouraging visitors to spend the night in nearby communities).
<b>Safety/Risk</b>	
<b>L</b>	There is low potential for serious injury or loss of life when participating in this activity.
<b>M</b>	There is moderate potential for serious injury or loss of life when participating in this activity. Outfitter-guides can mitigate safety risks with proper equipment and instruction.
<b>H</b>	There is high potential for serious injury or loss of life when participating in this activity. Outfitter-guides must have extensive training and/or certification to lead this activity.
<b>Demand</b>	
<b>L</b>	Little to no documented interest this activity locally including little/no letters/requests of public inquiry about this activity, or little/no requests from current/potential outfitters about expanding their use.
<b>M</b>	Occasional letters/requests of public inquiry about this activity, or occasional requests from current/potential outfitters about expanding their use.
<b>H</b>	Significant increased or predicted higher public interest locally, several/many letters of public inquiry about this activities, or several/many requests from current/potential outfitters about expanding their use.
<b>Minors</b>	
<b>L</b>	This activity offers extensive opportunities for youth to participate without a guide; commonly kids are taken by parents or the activity is easy to master.
<b>M</b>	This activity is targeted at youth and may encourage participation; it is moderately difficult for adults to possess the skills and knowledge to conduct this activity with kids.

**H**

This activity requires the services of a guide for youth to participate; there would be very few adults who possess the skills and knowledge to take youth without a guide

## Wilderness

### Wilderness and Extent Necessary

The 1964 Wilderness Act, Section 4(d)(6) states “Commercial services may be performed within the wilderness areas designated by this Act to the extent necessary for activities which are proper for realizing the recreational or other wilderness purposes of the areas.”

The Act directs that administering agencies use achievement of the “recreational or other wilderness purposes” as the criteria for this determination of the need for commercial services. In addition to the specific direction on commercial services, the agency must make every decision regarding wilderness stewardship within the overall direction for wilderness management as provided by Section 4(b):

“Except as otherwise provided in this Act, each agency administering any area designated as wilderness shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes for which it may have been established as also to preserve its wilderness character. Except as otherwise provided in this Act, wilderness areas shall be devoted to the public purposes of recreational, scenic, scientific, educational, conservation, and historical use.”

In order to address extent necessary, the team developed ten evaluation categories and associated criteria to assess public and agency need for outfitter-guide services (Table 7). Appendix D contains the ranking of each activity across the ten categories.

To address a category of need (what are essential groups or types of visitors that might need commercial services in order to experience wilderness), the team identified the following: The following **categories of need** were determined for this needs assessment:

*Persons identified by the GPNF and the OKAWEN who could not otherwise experience wilderness such as persons with physical or mental limitations , non-traditional visitors and/or populations that are essential to the cultivation of future stewards and citizen support and future support for this wilderness. Minors, at-risk youth, non-traditional (persons of different ethnicities than the typical ECW visitor) and disabled visitors were examples of identified categories of need.*

For wilderness, the team developed additional separate evaluative categories to address the extent necessary for commercial services in wilderness (Table 9). Appendix D contains the ranking of each activity across the categories.

**Table 9. Additional Wilderness Evaluative Criteria.**

Setting Dependency	
<b>L</b>	This activity can be pursued in other locations outside of wilderness and is not wilderness dependent.
<b>M</b>	It may not be specifically wilderness dependent, but opportunities outside of wilderness are limited and the presence of wilderness contributes to the experience of visitors.
<b>H</b>	There are no other locations outside of wilderness that can accommodate this type of use, either due to geography or experience, or this activity is wilderness dependent (for example, trips focused entirely on wilderness appreciation)
Wilderness Character	
<b>L</b>	This activity, due to its location, size of group, season of use or other factor would likely affect wilderness character.
<b>M</b>	This activity, due to its location, size of group, season of use or other factor has a moderate potential to affect the wilderness character
<b>H</b>	This activity, due to its location, size of group, season of use or other factor would likely not affect wilderness character.

## Public and Agency Need for Outfitter-guides

Generally need for an outfitted service can fall within two categories: when a forest has a need for an outfitter to provide a service so that the forest can meet management goals, or when the public or a special audience needs an outfitter to be able to participate in certain activities.

In analyzing the information from the supply and demand analysis, stakeholder input, actual use analysis, and the evaluative criteria, an overall need determination was made for wilderness and

non-wilderness activities across the forest. While the activities evaluated represent a comprehensive list of activities that commonly occur on the GPNF and two shared wildernesses with OKAWEN, it would be impossible to identify every activity that could occur on the forest or that an outfitter-guide may want to offer services for. If the forest wants to consider any additional activities for outfitter-guide use, the activity can be run through the same evaluation process.

### **Need for Outfitter-guides (GPNF – General Forest )**

The outfitter-guide analysis team categorized activities into one of four possible lists. Two important caveats exist: (1) If an activity is identified as meeting public need for new or additional use, it does not mean that it can be accommodated everywhere, and (2) The lists of activities not currently permitted on the Forest is not all inclusive. Many other new activities could emerge in the future.

#### **Process**

Using the information from the evaluative criteria, including supply and demand, actual use analysis, and stakeholder input, an overall need determination was made for non-wilderness and wilderness activities across the forest.

The following criteria were used to rank actual use for existing permitted activities:

L: Actual use for the activity is <60% of authorized use *over the last five years*.

M: Actual use for the activity is 60-90% of authorized use *over the last five years*.

H: Actual use for the activity is >90% of authorized use *over the last five years*.

Then each factor was given individual scores:

Evaluative criteria incorporated the results of the team's scoring of activities.

H = 5

M = 3

L = 1

Actual Use took into account the level of utilization of authorized service days for existing permitted services.

H = 5

M = 3

L = 1

N/A = 1

Stakeholder Input/Demand took into account public input regarding activities they think are appropriate or needed by outfitter-guides as well as the activity appearing in the top ten regional trends or participation identified by NVUM and SCORP.

Y (identified as high participation in NVUM or SCORP (top ten activities) and/or mentioned by the public) = 1  
N = 0

Overall need Ranking:

High = 7 and above

Medium = 5-6

Low = <5

**Table 10. General Forest Area Summary of Need Rankings**

Activity	Evaluative Criteria	Actual Use	Stakeholder Input/Demand	Overall Need
Backpacking	<u>M</u>	<u>L</u>	<u>0</u>	<u>L</u>
Big game hunting	<u>M</u>	<u>N/A</u>	<u>1</u>	<u>M</u>
Biking, mountain	<u>M</u>	<u>L</u>	<u>1</u>	<u>M</u>
Bike touring	<u>M</u>	<u>L</u>	<u>1</u>	<u>M</u>
Bouldering/climbing	<u>M</u>	<u>M</u>	<u>1</u>	<u>H</u>
Day hiking	<u>L</u>	<u>L</u>	<u>1</u>	<u>L</u>
Dog sledding	<u>M</u>	<u>N/A</u>	<u>0</u>	<u>L</u>
Drop camps	<u>M</u>	<u>N/A</u>	<u>0</u>	<u>L</u>
Education	<u>M</u>	<u>N/A</u>	<u>1</u>	<u>M</u>
Fishing	<u>L</u>	<u>N/A</u>	<u>0</u>	<u>L</u>
Horseback riding	<u>M</u>	<u>N/A</u>	<u>0</u>	<u>L</u>
Jeep Tours/OHV	<u>M</u>	<u>N/A</u>	<u>1</u>	<u>M</u>
Kayaking/canoeing	<u>M</u>	<u>N/A</u>	<u>0</u>	<u>L</u>

Activity	Evaluative Criteria	Actual Use	Stakeholder Input/Demand	Overall Need
Overnight pack trips	<u>M</u>	<u>N/A</u>	<u>0</u>	<u>L</u>
Rafting	<u>M</u>	<u>N/A</u>	<u>0</u>	<u>L</u>
Running	<u>L</u>	<u>H</u>	<u>0</u>	<u>M</u>
Snowmobiling	<u>M</u>	<u>N/A</u>	<u>0</u>	<u>L</u>

**List 1. Activities for which there is a higher need for outfitter-guide use.** Outfitter-guides can greatly enhance visitor experience and safety, reduce environmental impacts, and/or contribute to local economies. Items on this list would represent situations where the need was ranked as high due to the combined evaluation ranking, demand, and/or trend information clearly showing a high benefit from this type of service.

**Bouldering/ rock climbing:** Moderate evaluative criteria ranking; moderate actual use utilization; mentioned by a stakeholder as an activity that was enjoyed by using an outfitter-guide.\*

*\*Though description shows “Moderate” for some of the criteria; the “High” ranking is a combination of all the factors listed in the table above. Here managers must weigh the potential benefits and impacts of this activity carefully when considering authorizing additional use.*

**List 2. Activities for which there is a moderate need for outfitter-guide services.** Outfitter-guides have a moderate potential to enhance visitor experience and safety, reduce environmental impacts, and/or contribute to local economies. Items on this list represent situations where the need was ranked as moderate due to the combined evaluation ranking, demand, and/or trend information showing a moderate benefit from this type of service.

**Big game hunting:** Moderate evaluative criteria ranking; one of the top ten activities identified by NVUM.

**Biking, mountain:** Moderate evaluative criteria ranking; one of the top ten activities mentioned in the Washington SCORP.

**Bike Touring:** Moderate evaluative criteria ranking; one of the top ten activities mentioned in the Washington SCORP.

**Jeep/OHV:** Moderate evaluative criteria ranking; listed as one of the top ten activities in the SCORP.

**Nature-based education:** Moderate evaluative criteria ranking; mentioned by stakeholders

**Running:** Low evaluative criteria ranking; high actual use.\*

*\*Though one of the factors is listed as “Low”, the overall need ranking is a combination of all of the factors in the table above. Here managers must weigh the potential benefits and impacts of this activity carefully when considering authorizing additional use.*

*List 3. Activities for which there is a lower need for outfitter-guide services.* There may be plenty to serve the public and/or the use is maxed out for the limited terrain where it is possible (additional use may be considered on a compartment-by-compartment basis). Many of these activities had a “Moderate” evaluative criteria ranking but had low actual use utilization and/or were not mentioned during public outreach or in visitor use trends. Here managers must weigh the potential benefits and impacts carefully when considering authorizing additional use.

**Backpacking:** Moderate evaluative criteria ranking; low actual use; not one of the top ten activities listed in NVUM or SCORP or mentioned by the public.

**Dog sledding:** Moderate evaluative criteria ranking; not one of the top ten activities listed in NVUM or SCORP or mentioned by the public.

**Fishing:** Low evaluative criteria ranking; not in the top ten activities listed in NVUM or SCORP or mentioned by the public.

**Day Hiking:** Low evaluative criteria ranking; low actual use; listed in the top ten activities in NVUM and SCORP or mentioned by the public.

**Drop camps:** Moderate evaluative criteria ranking; not listed in the top ten activities in NVUM or SCORP or mentioned by the public.

**Horseback riding (day):** Moderate evaluative criteria ranking; low actual use; not mentioned in the top ten activities listed in NVUM or SCORP or by the public.

**Horseback riding (overnight):** Moderate evaluative criteria ranking; low actual use; not mentioned in the top ten activities listed in NVUM or SCORP or by the public.

**Kayaking/canoeing:** Moderate evaluative criteria ranking; not mentioned as one of the top ten activities in NVUM or SCORP or by the public.

**Rafting (Whitewater):** Moderate evaluative criteria ranking; not mentioned as one of the top ten activities in NVUM or SCORP or by the public.

**Snowmobiling:** Moderate evaluative criteria ranking; not mentioned as one of the top ten activities in NVUM or SCORP or by the public.

**List 4: Activities for which there is no need for outfitter-guide services.** These activities will not be considered for further analysis because they do not meet one or more of the indicators for need or opportunities are extremely limited.

**Avalanche awareness/instruction**

**Backcountry skiing**

**Caving**

## Need for Outfitter/Guides (Monument)

**Table 11. Monument Summary of Need Rankings**

Activity	Evaluative Criteria	Actual Use	Stakeholder Input/Demand	Overall Need
Avalanche instruction	M	N/A	0	L
Backcountry skiing	M	N/A	0	L
Backpacking	M	L	1	M
Big game hunting	M	N/A	1	M
Biking, mountain	M	L	1	M
Bike touring	M	L	1	M
Bouldering/climbing	L	M	0	L
Bus Tours	M	H	0	H
Caving	M	N/A	0	L



Activity	Evaluative Criteria	Actual Use	Stakeholder Input/Demand	Overall Need
Cross country skiing/snowshoeing	M	L	0	L
Day Hiking	L	L	1	L
Dog sledding	M	N/A	0	L
Education	M	N/A	1	M
Fishing	L	N/A	0	L
Helicopter tours	H	N/A	0	M
Horseback riding	M	N/A	1	M
Hut-to-hut activities	M	N/A	0	L
Kayaking/canoeing	M	N/A	0	L
Kite boarding	M	N/A	1	M
Mountain climbing	M	M	1	H
Photography	M	N/A	0	L
Snowcat tours	M	N/A	0	L
Snowmobiling	M	N/A	0	L

**List 1. Activities for which there is a higher need for outfitter-guide use.** Outfitter-guides can greatly enhance visitor experience and safety, reduce environmental impacts, and/or contribute to local economies. Items on this list represent situations where the need was ranked as high due to the combined evaluation ranking, demand, and/or trend information clearly showing a high benefit from this type of service. Both of these activities had a “Moderate” evaluative criteria ranking but either had a high or moderate level of actual use utilization and/or were mentioned during public outreach.

**Bus Tours:** Moderate evaluative criteria ranking; high actual use.

**Mountain Climbing:** Moderate evaluative criteria ranking; moderate actual use; mentioned by the public.

**List 2. Activities for which there is a moderate need for outfitter-guide services.** Outfitter-guides have a moderate potential to enhance visitor experience and safety, reduce environmental impacts, and/or contribute to local economies. Items on this list represent situations where the need was ranked as “Moderate” due to the combined evaluation ranking, demand, and/or trend information showing a moderate benefit from this type of service.

**Backpacking:** Moderate evaluative criteria ranking; low actual use; mentioned as an activity appropriate for O-Gs in the Mount Margaret Backcountry.

**Big game hunting:** Moderate evaluative criteria ranking; one of the top ten activities listed in NVUM.

**Biking, mountain:** Moderate evaluative criteria ranking; low actual use; listed as one of the top ten activities in NVUM.

**Biking, touring:** Moderate evaluative criteria ranking; low actual use; listed as one of the top ten activities in NVUM.

**Nature-based education:** Moderate evaluative criteria ranking; mentioned during public input.

**Helicopter tours:** High evaluative criteria ranking; not mentioned in top ten activities in SCORP or NVUM or by the public.

**Hiking, day:** Low evaluative criteria ranking; low actual use; mentioned in the NVUM and SCORP as one of the top ten activities.

**Horseback riding, day:** Moderate evaluative criteria ranking; mentioned by the public (Kalama); low actual use.

**Kite boarding:** Moderate evaluative criteria ranking;; mentioned during public outreach.

**List 3. Activities for which there is a lower need for outfitter-guide services.** There is already plenty to serve the public, use does not meet some indicators of need, and/or the use is maxed out for the limited terrain where it is possible (additional use may be considered on a compartment-by-compartment basis). Many of these activities had a moderate evaluative criteria ranking. The “Low” score is a combination of all of the factors listed in the table above. Managers must evaluate the potential benefits and impacts of these activities before authorizing additional guided use.

**Avalanche awareness/ instruction:** Moderate evaluative criteria ranking; not mentioned in the top ten activities in SCORP or by the public.

**Backcountry skiing:** Moderate evaluative criteria ranking; not mentioned in the top ten activities in NVUM or SCORP or by the public.

**Caving:** Moderate evaluative criteria ranking; not mentioned in the top ten activities in NVUM or SCORP or by the public.

**Cross country skiing/snowshoeing:** Moderate evaluative criteria ranking; not mentioned in the top ten activities in NVUM or SCORP or by the public.

**Dog sledding:** Moderate evaluative criteria ranking; not mentioned in the top ten activities in SCORP or by the public.

**Fishing:** Low evaluative criteria ranking; not mentioned in the top ten activities in NVUM or SCORP or by the public.

**Hut to hut travel:** Moderate evaluative criteria ranking; not mentioned in the top ten activities in SCORP or by the public.

**Kayaking/canoeing:** Moderate evaluative criteria ranking; not mentioned in the top ten activities in NVUM or SCORP or by the public.

**Photography:** Moderate evaluative criteria ranking; not mentioned in the top ten activities in NVUM or SCORP or by the public.

**Snowcat tours:** Moderate evaluative criteria ranking; not mentioned in the top ten activities in NVUM or SCORP or by the public.

**Snowmobiling:** Moderate evaluative criteria ranking; not mentioned in the top ten activities in NVUM or SCORP or by the public.

*List 4: Activities for which there is no need for outfitter-guide services.* These activities will not be considered for further analysis because they do not meet one or more of the indicators for need and/or opportunities are too limited to sustain a business.

**Bouldering**

**Drop camps**

**OHV**

**Pack trips (overnight)**

**Rock climbing**

## Need for Outfitter-Guides (Wilderness)

**Table 12. Wilderness Summary of Need Rankings**

Activity	Evaluative Criteria	Actual Use	Stakeholder Input/Demand	Overall Need
Avalanche Instruction	H	N/A	0	M
Backcountry skiing/snowboarding	H	N/A	0	M
Backpacking	L	L	0	L
Birdwatching	L	N/A	0	L
Cross country	L	N/A	0	L

skiing/snowshoeing				
Drop camps	M	L	0	L
Fishing	L	N/A	0	L
Hiking	L	L	1	L
Horseback riding	M	L	0	L
Hunting	M	L	0	L
Mountaineering	H	M	1	H
Nature-based activities	L	N/A	1	L
Overnight pack trips	H	L	0	M
Photography	L	N/A	0	L
Survival/adventure skills	M	N/A	0	M
Wildlife Viewing	L	N/A	1	L

**List 1. Activities for which there is a higher need for outfitter-guide use.** Outfitter-guides can greatly enhance visitor experience and safety, reduce environmental impacts, and/or contribute to local economies. Items on this list represent situations where the need was ranked as high due to the combined evaluation ranking, demand, and/or trend information clearly showing a high benefit from this type of service

**Mountaineering:** High evaluative criteria ranking; moderate actual use; mentioned by the public as an appropriate activity for outfitter-guides.

**List 2. Activities for which there is a moderate need for outfitter-guide services.** Outfitter-guides have a moderate potential to enhance visitor experience and safety, reduce environmental impacts, and/or contribute to local economies. Items on this list represent situations where the need was ranked as “Moderate” due to the combined evaluation ranking, demand, and/or trend information showing a moderate benefit from this type of service. Three of these activities show a high evaluative criteria ranking but rated as moderate due to the combined factors listed above. Managers must weigh the benefits and potential impacts to wilderness character when considering authorizing new use or activities.

**Avalanche Instruction:** High evaluative criteria ranking; not mentioned as one of the top ten activities in NVUM or SCORP or by the public.

**Backcountry skiing/snowboarding:** High evaluative criteria rating; not as one of the top ten activities in NVUM or SCORP or by the public.\*

**Overnight pack trips:** High evaluative criteria ranking; low actual use; not mentioned as one of the top ten activities in NVUM or SCORP or by the public.

**Survival/adventure skills:** Moderate evaluative criteria ranking; not mentioned as one of the top ten activities in NVUM or SCORP or by the public.

**List 3. Activities for which there is a lower need for outfitter-guide services.** There is already plenty to serve the public, use does not meet some indicators of need, and/or the use is maxed out for the limited terrain where it is possible (additional use may be considered on a compartment-by-compartment basis)

**Backpacking:** Low evaluative criteria, low actual use; not mentioned in the top ten activities in NVUM or SCORP or by the public.

**Birdwatching:** Low evaluative criteria; not mentioned in the top ten activities in NVUM or SCORP or by the public.

**Cross country skiing/snowshoeing:** Low evaluative criteria ranking; not mentioned in the top ten activities in NVUM or SCORP or by the public.\*

**Drop camps:** Moderate evaluative criteria ranking; not mentioned in the top ten activities in NVUM or SCORP or by the public.

**Fishing:** Low evaluative criteria ranking; not mentioned in the top ten activities in NVUM or SCORP or by the public.\*

**Hiking:** Low evaluative criteria ranking; low actual use; not mentioned in the top ten activities in NVUM or SCORP or by the public.

**Horseback riding:** Moderate evaluative criteria ranking; low actual use; not mentioned in the top ten activities in NVUM or SCORP or by the public.

**Hunting:** Moderate evaluative criteria; low actual use (OKAWEN only); not mentioned in the top ten activities in NVUM or SCORP or by the public.\*

**Nature-based activities:** Low evaluative criteria; mentioned by the public as a trend.

**Photography:** Low evaluative criteria ranking; , not mentioned in the top ten activities in NVUM or SCORP or by the public.

**Wildlife Viewing:** Low evaluative criteria ranking; mentioned in the top ten activities in NVUM.

*List 4: Activities for which there is no need for outfitter-guide services.* These activities will not be considered for further analysis because they do not meet one or more of the indicators for need, are not allowed in wilderness or opportunities are extremely limited.

**Geocaching**

**Hang gliding**

**Rock climbing**

\*The 2010 NVUM report for the OKAWEN included a few activities in the top ten participation list of activities that the GPNF results did not. Specifically these were hunting, fishing, skiing and primitive camping. The results above use the GPNF NVUM top ten activities. For the OKAWEN, skiing would increase to a high need and hunting to a medium need. However, NVUM did not differentiate between skiing in a developed setting and skiing within Wilderness. Due to the presence of a developed ski area on the OKAWEN, it is likely that most visitors were referring to skiing there.

## Conclusions

Few activities showed a high need. This reflects, in some cases, lower service day utilization and/or trends in visitor use as well as the ability of the public to access and use the forest on their own. Trends and public input should be balanced by the need to meet resource objectives and to provide services. It is often difficult to determine recreation trends and demand due to a fluctuating economy, emerging technology, and changing populations. In wilderness, very few activities were dependent on a wilderness setting and could be accommodated in other areas. Here again, a balance must be struck between the cultivation of future wilderness supporters and the *extent necessary* for realizing the public purposes of wilderness as identified in the Wilderness Act.

While a need may be identified for several activities, there may not be sufficient capacity to accommodate all of them. Outfitter-guide capacity is the amount and type of outfitter-guide use that can be accommodated consistent with the desired conditions. This can be described as social and environmental capacity. There may be areas where social or environmental limiting factors mean that additional use cannot be supported. In addition, the managerial capacity to manage permits to standard must be studied. The next step in determining the appropriate level of outfitted use is to balance the capacity with the identified need.



## Appendix A. Agency Direction

### Agency Management Direction

The Code of Federal Regulations (261.10(c)) prohibits “selling or offering for sale any merchandise or conducting any kind of work activity or service unless authorized by Federal law, regulation, or special-use authorization” on federal lands. On National Forest System lands, a special-use permit is required when any individual or organization is conducting outfitting and guiding activities or services for gain.

Forest Service manual direction (FSM 2703.1) requires completion of an analysis of the need to use National Forest System lands for commercial activities prior to issuance of a special use permit for that activity. FSM 2703.1 states that the following items need to be considered when evaluating requests for use of National Forest System Lands:

- Determination that the proposed activity conforms to the Forest land and resource management plan).
- Environmental analysis of the project proposal (FSM 1950).
- Analysis of the need to use National Forest System lands.
- Analysis of the appropriateness of the use on National Forest System lands.

Forest Service policy contained within FSH 2709.11 41.53(c) includes the following:

- Authorize only those outfitting and guiding activities that are consistent with the applicable land management plan and that meet the screening criteria in 36 CFR 251.54(e) and FSH 2709.11, chapter 10.
- Do not authorize any development or permanent improvements in non-wilderness in the National Forest System for outfitting and guiding services, except when there is a demonstrated public need and the structures, improvements, or installations have negligible value and minimal impact on national forest resources, as with hitching posts, corrals, tent frames, permitted access routes, and shelters.
- Do not authorize any development, improvements, or installations in wilderness areas for the purpose of convenience to the holder or the holder’s clients. Do not authorize any caches in wilderness areas. Do not authorize permanent structures, improvements, or installations in wilderness areas unless they are necessary to meet minimum requirements for administration of the area for the purposes of the Wilderness Act (16 U.S.C. 1133c).
- Work with other Federal agencies, State and local authorities, outfitters and guides, outfitting and guiding organizations, and other interested parties to ensure that outfitting and guiding activities are consistent with applicable laws and regulations and to identify unauthorized outfitting and guiding activities. Follow procedures in

FSM 5300 in investigating and preventing the occurrence of unauthorized outfitting and guiding activities.

- Do not issue a separate permit for outfitting or guiding activities (such as cross-country skiing or horseback riding) to a holder of a permit or term permit for a commercial public service site (such as a pack station or resort) when the outfitting or guiding activities are part of commercial public service site operations and the commercial public service site would not exist without the outfitting and guiding activities. Include the outfitting and guiding activities in a supplement to the term special use permit.
- Do not authorize use when an applicant owns no tangible assets, lacks the prerequisites to conduct outfitting and guiding (such as a state license, liability insurance, and equipment), and would serve only as an intermediary for others providing those services on National Forests System lands.
- Take into account applicable provisions of the Alaska National Interest Lands Conservation Act, 16 U.S.C. 3101-3126, in issuing and administering outfitting and guiding permits in the Alaska Region.

### **Outfitter/Guide Administration Handbook**

Guidance on preparing needs assessments is contained in the Outfitter and Guide Administration Guidebook (1997). The U.S. Forest Service Northern Region staff developed this guidebook with considerable assistance from the outfitting and guiding industry. The guidebook (Section III-B Needs Assessment) provides this information:

#### *Responsibility for Determining Need:*

- The basis on which any new use or additional use is permitted is the Forest Service's determination of public need for such services.
- Recreation is part of the Forest Service's multiple use mission and outfitters have a role within that mission.
- When assessing "need" the agency mission is to allow the National Forest to be accessible to a diverse range of customers in balance with the total recreation and other resource capability of the lands and waters.
- This assessment fulfills the National Forest Management Act (NFMA) portion of the analysis process. If the findings of this assessment are negative, i.e. there is no need for an outfitter to accommodate access needs for the target audiences, the process is ended. If the analysis indicates the need for an outfitter, the findings are used to construct a proposal which initiates the NEPA process.
- There are many factors which can influence the outcome of a needs determination. The complexity of a needs assessment is dependent upon site-specific factors such as the management situation and the specific proposal involved. Therefore the relative importance of the factors may vary among assessments.

## Applicable Recreation Objectives

Recreation objectives, stated in FSM 2302, that apply to outfitting and guiding in general are:

1. Serve visitors and local communities. Provide a broad range of nature- and heritage-based outdoor recreation and tourism opportunities for the responsible use and enjoyment of local communities and their visitors.
  - a. In collaboration with communities and other providers of outdoor recreation, use visitor and local community characteristics and preferences for recreation and tourism activities, settings, experiences, and benefits to guide recreation planning, management, marketing, and monitoring.
  - b. Identify and enhance recreational, scenic, and culturally distinctive landscapes that comprise special places to provide outstanding quality and diverse recreation opportunities.
  - c. Identify, analyze, and monitor the changing demographic composition of the country and regional market areas to adapt recreation settings, facilities, and programs for greater use, enjoyment and understanding of the National Forest System.
  - d. Strive to provide sustainable recreation opportunities and programs that equitably serve the needs of local communities and visitors.
2. Strive to protect and enhance natural, scenic, cultural, wilderness, and wild and scenic rivers resources.
  - a. Create an integrated and sustainable program that fosters conservation of natural and cultural resources.
  - b. Reduce the impacts and conflicts resulting from recreational use through education, management, monitoring, and enforcement.
  - c. Preserve an enduring resource of wilderness and wild and scenic rivers for the benefit and enjoyment of present and future generations.
3. Address public safety through utilization of appropriate risk management approaches across the spectrum of recreation settings.

Forest Service Special Use policy for outfitting and guiding provided in FSH 2709.11, Chapter 40, Section 41.53c states:

1. Authorize only those outfitting and guiding activities that are consistent with the applicable land management plan and that meet the screening criteria in 36 CFR 251.54(e) and FSH 2709.11, chapter 10.
4. Work with other Federal agencies, State and local authorities, outfitters, and outfitter and guide organizations to ensure that outfitting and guiding activities are consistent with applicable

laws and regulations and to identify unauthorized outfitting and guiding activities. Follow procedures in FSM 5300 in investigating and taking action to prevent the occurrence of unauthorized outfitting and guiding activities.

### **Wilderness**

Objectives for wilderness management provided in FSM 2323.11 are to:

1. Provide, consistent with management of the area as wilderness, opportunities for public use, enjoyment, and understanding of the wilderness, through experiences that depend upon a wilderness setting.
2. Provide outstanding opportunities for solitude or a primitive and unconfined type of recreation.

Forest Service policy addressing recreation management in Wilderness found in FSM 2323.12 states:

1. Maximize visitor freedom within the wilderness. Minimize direct controls and restrictions. Apply controls only when they are essential for protection of the wilderness resource and after indirect measures have failed.
2. Use information, interpretation, and education as the primary tools for management of wilderness visitors.
3. Manage for recreation activities that are dependent on the wilderness environment so that a minimum of adaptations within wilderness are necessary to accommodate recreation.
4. Consistent with management as wilderness, permit outfitter/guide operations where they are necessary to help segments of the public use and enjoy wilderness areas for recreational or other wilderness purposes.

Forest Service policy addressing outfitter and guide operations in Wilderness found in FSM 2323.13g states that managers should:

- Address the need for and role of outfitters in the forest plan. The plan must address the type, number, and amount of recreation use that is to be allocated to outfitters. Ensure that outfitters provide their service to the public in a manner that is compatible with use by other wilderness visitors and that maintains the wilderness resource.
- Approve only temporary structures and facilities for outfitter and guide operations necessary to properly meet their public service in a manner compatible with the wilderness environment. These structures shall be located away from main trails, streams, lakes, key interest features, and non-outfitted public use areas. Specify in forest plans, subsequent implementation schedules, or special use permits what improvements are permitted and their locations.

- Ensure that outfitters remove all equipment and material, other than structures authorized to remain such as dismantled structure frames and poles made of native material, from the wilderness at the end of each season. Do not permit caches, and phase out existing ones on a planned basis. Do not allow permanent improvements such as cabins, toilet buildings, or tent frames with floors and sides. Further direction for managing outfitter and guides operations is found in section 2324.3, FSM 2343, FSM 2700 and FSH 2309.19, the Wilderness Management Handbook.

### **Research Natural Areas**

“Research Natural Areas are part of a national network of ecological areas designated in perpetuity for research and education and/or to maintain biological diversity on National Forest System lands. Research Natural Areas are principally for non-manipulative research, observation, and study” (FSM 4063.02).

The objectives, per FSM 4063.02 of establishing Research Natural Areas are to:

1. Maintain a wide spectrum of high quality representative areas that represent the major forms of variability found in forest, shrubland, grassland, alpine, and natural situations that have scientific interest and importance that, in combination, form a national network of ecological areas for research, education, and maintenance of biological diversity.
2. Preserve and maintain genetic diversity, including threatened, endangered, and sensitive species.
3. Protect against human-caused environmental disruptions.
4. Serve as reference areas for the study of natural ecological processes including disturbance.
5. Provide onsite and extension educational activities.
6. Serve as baseline areas for measuring long-term ecological changes.
7. Serve as control areas for comparing results from manipulative research.
8. Monitor effects of resource management techniques and practices.

FSM 4063.3 outlines the protection and management standards for RNAs, which must “support and promote the basic objectives and purposes of establishing the area.”

1. Ecological Processes. The prime consideration in managing Research Natural Areas is maintenance of natural conditions and processes. To the extent practicable, protect Research Natural Areas against human activities that directly or indirectly modify the integrity of the ecological processes.

5. Recreational Use. Recreational use should be restricted or prohibited if such use threatens or interferes with the objectives or purposes for which the Research Natural Area is established.

6. Special Orders. Where special orders are needed to limit, restrict, or control specific activities such as camping, seasons of use or other uses, that are not compatible with the objectives of the Research Natural Area, the Forest Supervisor issues orders pursuant to 36 CFR Part 261, Subpart B, to protect an area's features. Any such orders shall incorporate the special closure provisions of 36 CFR 261.53. (See FSM 5353 for penalties applicable to violations of orders.)

7. Roads, Trails, Fences, Signs, or Buildings. Do not permit new roads, trails, fences, or signs on an established Research Natural Area unless they contribute to the objectives or to the protection of the area. Boundary fencing is permitted for protection against livestock or excessive human use. Buildings are not permitted. In rare instances, temporary gauging stations and instrument shelters may be desirable. Follow procedures set forth at FSM 4063.31 for authorizing temporary physical improvements.

## **Appendix B. Specific Forestwide Direction from the Gifford-Pinchot Forest Plan.**

### **Recreation Opportunity Spectrum Guidance (2-45, 2-46)**

#### **Primitive**

##### *Access*

Primitive ROS is defined by an absence of roads. Recreational off-road vehicles will not be permitted. Power equipment and off-road vehicles (ORVs) may be permitted for trail construction and maintenance during periods of low visitation. The creation of trails by visitors will be discouraged in trailless areas.

Trails should be constructed and maintained for the safety of visitors, to minimize or prevent resource damage, to distribute use, and when required by law, not for visitor convenience. They should be built to the Difficult or Most Difficult Standard and maintained at the minimum level. Local native materials should be used.

##### *Facilities*

Facilities should not be provided for the convenience of visitors. They should be limited to those required to protect resources. Camp units should not be designated in trailless areas; they may be designated in trailed areas, but not developed.

##### *Visitor Contact, Direction, and Interpretation*

The control of visitors is minimal. Visitor direction necessary to protect the ecological and social values of primitive areas will be provided by personal contact and information conveyed outside the area (at trailheads and administrative sites).

The area should be managed to limit encounters between visitors to one per day in trailless areas and six per day on trails. Combinations of persons and recreation livestock in excess of 12 should require written permission. Parties traveling cross-country should be no larger than six persons. No more than one designated camp unit should be visible from any other. Recreation

sites should be placed and recreation stock tethered away from the foreground view of lakeshores, streams, and key interest features, and at least 100 feet from main or through trails. Open campfires may be limited to designated sites in trail areas.

### **Semi-Primitive Non-Motorized**

#### *Access*

There will be no roads and off-road vehicles are not permitted. Existing primitive roads will be decommissioned and revegetated with native species.

Trail standards may range from Very Difficult to Least Difficult. Some trails may be provided for the exclusive use of hikers. Trails will be designed to disperse use and take advantage of scenic views and other points of interest whenever possible.

Trails will not be constructed or maintained to a standard higher than that designated. Native, local, or natural-appearing materials will be used in trail construction and maintenance, including culverts and bridges.

Power equipment and ORVs may be permitted for trail construction and maintenance during periods of low visitation.

#### *Facilities*

Recreation facilities will be provided to protect resource values or distribute visitation rather than for the comfort of the users.

#### *Visitor Contact, Direction, and Interpretation*

Manage these areas so that no more than 15 trail encounters between visiting parties occur each day. Groups should not be larger than 20 persons.

The location of camps and management of recreation stock will be the same as in Primitive areas.

Natural barriers and obstacles may be used to direct visitation.

Visitor contact may occur through the news media, at administrative headquarters, and at entry points to Wildernesses and other destinations. There will be no on-site informational facilities.

Visitors will be primarily responsible for their own health and safety; there will be little regimentation.

### **Semi-Primitive Motorized**

#### *Access*

Off-road vehicle use is usually limited to trails which are typically difficult and challenging. Portions of the area or trails may be closed seasonally or year-round to prevent resource damage and conflicts between different users and to accomplish management goals for adjacent areas.

Trails will be designed to disperse use and take advantage of scenic views and other points of interest whenever possible. Existing primitive roads may be designated for ORV use.

Trails will be constructed and maintained to a standard no higher than that designated. Native, local, or natural-appearing materials will be used in trail construction and maintenance, including culverts and bridges.

#### *Facilities*

Facilities are predominantly those required to distribute users.

#### *Visitor Contact, Direction, and Interpretation*

The area will be managed to produce no more than 15 encounters between visitors per day. Groups should be no larger than 25 persons. Larger groups may be accommodated by permit.

Campsites should be located away from lakeshores, streambanks, and trails. No more than three other campsites should be visible from a given site and ORVs will avoid lakeshore and streambank areas.

There will be no on-site informational facilities.

### **Roaded Natural**

#### *Access*

Access should:

1. Be provided to developed sites, trailheads, and other recreation areas.
2. Be managed to provide for low to moderate concentrations of recreation users.
3. Provide opportunities for dispersed motorized or non-motorized activities.
4. Emphasize scenic values associated with driving for pleasure.

Signs should be posted on all recreation roads and trail junctions, and at all trailheads. They will indicate route numbers, distances, and destinations.

#### *Facilities*

Facilities will be provided equally for protection of the site and comfort of users.

Parking facilities will be designed to accommodate the number of visitors appropriate to a given trail or recreation site. Adequate and safe loading facilities for recreation livestock, boats, oversnow vehicles, and other ORVs may be provided.

Facilities should be designed to accommodate handicapped persons whenever practicable. Camp units should be placed outside the foreground view from lakes, streams, trails, and key interest features.

#### *Visitor Contact, Direction, and Interpretation*

Simple wayside exhibits may provide information about features of the area. Information may also be conveyed via the news media and maps, brochures, and contacts at administrative headquarters and entry points.



## **Roaded Modified**

### *Access*

Access for a variety of vehicles, automobiles, and ORVs, and a broad range of travel experiences. Challenge/risk levels may be provided.

Skid trails or other low-standard roads may be used by motorcycles and other ORVs when this does not conflict with management objectives.

Road, trail, and area closures may be used to protect resource values, for safety, and to achieve recreational objectives. Trails may be of any difficulty level.

### *Facilities*

In general, no recreation facilities will be provided unless clearly needed for resource protection and user health and safety. Some pit or vault toilets and solid waste disposal units may be provided at frequently used sites. Dispersed campsites are informal and will usually be chosen by the user.

### *Visitor Contact, Direction, and Interpretation*

There will be few formal controls on visitor use. Maps and other recreational information will be available at administrative headquarters or other user contact points. On-site interpretative facilities will generally not be provided.

## **Riparian Reserves Standards and Guidelines for Recreation (IV-70)**

Dispersed recreational activities which degrade the quality of riparian areas should be regulated or eliminated, e.g., the trampling of streambanks and lakeshores.

## **Mount St. Helens National Volcanic Monument (3-4)**

1. Where appropriate, access within the Monument may be prohibited or limited to protect the significant features of the Monument. These are identified in the CMP.
2. Motorized vehicles are permitted for emergency use, essential administration, and authorized scientific research. Off-road vehicles are not permitted away from roads during the summer. With adequate snow to protect soil and vegetation, oversnow vehicles may be permitted during the winter in designated areas.
3. Mountain bicycles are permitted on trails, unless specifically prohibited to protect selected research and interpretive opportunities, or to eliminate user conflicts.
4. Recreational use will be limited in special, unique, and high value habitats such as cliffs, caves, talus, wetlands, deer and elk winter range, riparian corridors, calving areas, and ptarmigan habitat.

5. Management of recreational use will be coordinated with research activity. Use must not substantially affect natural features or impede natural recovery processes.

6. Hunting and fishing are allowed within the Monument. Any restrictions are found in the Monument Fish and Wildlife Management Plan (a cooperative plan with the Washington Department of Fish and Wildlife)

### **Wilderness (3-8, 3-9)**

Desired Future Condition:

The area retains its primeval character without permanent alterations or human habitation. It appears to have been affected primarily by forces of nature; evidence of human intrusion is substantially unnoticeable. Vegetation is the result of natural succession, and may vary from none to natural openings to stands of mature and old-growth trees. Wildlife habitat and interactions among species are the result of natural processes. The area contributes to the protection of both natural plant and animal gene pools. No roads are present except as required to serve valid mineral or energy projects initiated prior to December 31, 1983. The area provides outstanding opportunities for solitude and primitive-type recreation without motorized activities. Isolation from the sights and sounds of others is likely, as is the experience of independence, closeness to nature, tranquility, and self-reliance. Subtle differences in the environment may be apparent, depending on which of the following Wilderness Recreation Opportunity Spectrum (WROS) class the visitor is in:

*PRISTINE* - The area is characterized as an extensive, unmodified, natural environment. Natural processes and conditions dominate. This area provides the most outstanding opportunities for isolation, solitude, risk, and challenge. Encounters with other visitors will usually be infrequent. There are no system trails in this class. Areas in this class are of sufficient size to assure a remote experience away from sights and sounds of human activity. (A minimum of 5,000 acres can be used as a starting point for establishing whether or not an area is of sufficient size to be considered pristine).

*PRIMITIVE* - The area is characterized by an essentially unmodified, natural environment. Concentrations of visitors are low and evidence of human use is minimal. Trail density is low. The area has a high opportunity for isolation, solitude, exploration, risk, and a high degree of outdoor skill is often needed.

*SEMI-PRIMITIVE* - The area is characterized by a predominantly unmodified environment. System trails and campsites are present and there is evidence of human use. A moderate to high degree of opportunity exists for exploring and experiencing isolation, independence, and self-reliance in a natural environment.

*TRANSITION* - This area is characterized by a predominantly unmodified environment, however, the concentrations of visitors may be moderate to high at various times. The highest number of encounters with other users and the most evidence of human use is in these areas. "Day Use" activities are typically a large component of total use in these areas. Opportunities for exploration and experiencing isolation are reduced and there is a reduced challenge and risk as compared to other WROS classes.

*SPECIAL AREA* - These include such areas as those congressionally acknowledged as having significant cultural or historic value, and those with special wildlife values. Recreational use is not encouraged in these areas.

*PRISTINE* (Prescription W2): The maximum number of Recreation Visitor Days use (RVDs) permitted should not exceed 0.25/acre/year.

Encounters between parties should be limited to an average of one per day. Party size, including stock animals, should not exceed six.

Livestock are not encouraged in Pristine areas. Party size may be increased to a combination of 10 by written permit. There should be no vegetation loss at campsites, and no mineral soil exposed by visitor use.

*PRIMITIVE* (Prescription W3): RVDs permitted should not exceed 0.001/acre/year. Encounters between parties should be limited to an average of two per day. Party size, visitors, and stock should not exceed 12, but can be up to 30 by written permit. Vegetation loss at campsites should not exceed 200 square feet, or less than one percent of any acre. Mineral soil exposed should be less than 20 square feet.

*SEMI-PRIMITIVE* (Prescription W4): RVDs permitted should not exceed 5/acre/year. Party size, visitors, and stock should not exceed

12, but can be up to 30 by written permit. Vegetation loss at campsites should not exceed 400 square feet, or one percent of any acre. Mineral soil exposed should be less than 50 square feet.

*TRANSITION* (Prescription W5): RVDs permitted should not exceed 15/acre/year. Encounters between parties should be limited to an average of eight per day. Party size, visitors and stock, should not exceed 12, but can be up to 30 by written permit. Vegetation loss at campsites should not exceed 600 square feet, or one percent of any acre. Mineral soil exposed should be less than 75 square feet.

*SPECIAL AREA* (Prescriptions W6 and W7): Each of the areas is assigned a secondary management prescription which is fully compatible with the wilderness classification. Example, the Butter Creek Research Natural Area is a Special Area within the Tatoosh Wilderness. In addition to the secondary standards and guidelines applicable to Special Areas, visitor use capacities and standards for protection of resources such as soil and vegetation will be established for each area. Refer to Appendix B of the Forest Plan for the capacities and standards established for the Butter Creek RNA and wild rivers within wilderness.

### ***Specific Wilderness Direction***

The Wilderness Resource Protection Environmental Assessment (1999) set the following prescription for wilderness wide use levels for all wilderness acreage managed by the Gifford Pinchot National Forest was 64,900 person days per year. Variation was allowable on a wilderness by wilderness basis depending on information gathered through monitoring. For example, if monitoring indicated that conditions were deteriorating in spite of implemented actions, the Forest Service could reduce levels to bring conditions back into compliance with the amended Standards and Guidelines. Conversely, if trends show conditions were significantly improving, the Forest Service could increase use, while conditions remained within the amended Standards and Guidelines. The following table showed the annual recreation visitor days at that time (1999) and the person days per year allowed. The tables that follow show site density and

social standards prescribed by the EA.

**Table B1. Wilderness Management Options  
Limits of Acceptable Change Summary**

Wilderness	Acres	Annual RVDs <sup>1</sup>	Site Condition Standard <sup>2 3</sup>	Person Days Per Year
Glacier View	3,067	4,700	2.5	4,300
Goat Rocks (GPNF )	71,217	23,500	2.4	16,700
Indian Heaven	20,832	15,100	2.5	12,400
Mt. Adams South Climb	47,096	13,900 13,300	2.5 2.5	11,000 10,000
Tatoosh	15,704	1,900	2.4	1,500
Trapper Creek	5,908	2,200	2.5	2,000
William O. Douglas (GPNF portion)	15,723	10,200	2.5	7,000
Total	179,547	84,800	~	64,900

**Table B2. Site Density Standards**

Indicators	Wilderness Resource Spectrum					
	Transition	Semi-Primitive	Primitive	Pristine	Special Area	South Climb
Campsites per any acre	3	2	1	1	0	5
1 Campsite per area	5 acres	7 acres	480 acres	960 acres	none	5 acres
Campsites Visible	2	2	0	0	0	~

**Table B3. Social Standards**

Indicators	Wilderness Resource Spectrum					
	Transition	Semi-Primitive	Primitive	Pristine	Special Area	South Climb

<sup>1</sup> The numbers shown are the permit database averages for the respective Wilderness for the years 1992 - 1996. Except Glacier View is from 1992 - 1995 and Tatoosh Wilderness is the 1992 - 1995 average plus 7% to compensate for the percentage of days that no one entered the Wilderness based on our data.

<sup>2</sup> The site condition standard is based on inventory of existing conditions and desired future conditions, to manage to a non-degradation standard. Site specific factors used to determine the site condition rating are described in Figure 2C

<sup>3</sup> For a description of the Site Condition Standard refer to Figure 2C.

Average Number of People Encountered when Traveling/Day <sup>4</sup> /Snow free Season	24	15	6	3	3	48
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## Wenatchee Forest Plan (1990)

The following direction applies to the Okanogan-Wenatchee portion of the two shared wilderness areas analyzed in this document.

Manage designated wilderness to perpetuate wilderness character, natural ecologic processes and to provide outdoor recreation opportunities appropriate in wilderness. (FP Goal, IV-2)

Wilderness user education programs will continue to be a major tool in improving the social and biological wilderness resource conditions.

The existing wilderness entry permit system may be expanded and/or new systems installed to restrict use to the appropriate carrying capacity of a specific wilderness, or portion of wilderness, where visitor use approaches or exceeds the "limits of acceptable change". (FP Desired Future Condition, IV-6)

Increasing levels of visitor use in most accessible areas will necessitate greater restriction of visitor activities. Most Wildernesses will be under permit systems or some other means to strictly control numbers of people in each Wilderness at one time. The exact carrying capacities will fluctuate over time based on users' ability to practice low impact techniques. Changes in Wilderness resource conditions will be stable to improving as a result of education programs, regulation and restriction of visitor use, and biological resource rehabilitation. Forest wildernesses will continue to provide a wide variety of recreation activities and opportunities compatible with management of Wilderness. (FP Desired Future Condition, IV-16)

Wilderness Recreation Opportunity Spectrum:

*Pristine:* The area is characterized as an extensive, unmodified natural environment. Natural processes and conditions have not been measurably affected by the influence of humans. Opportunities for solitude, isolation and challenge are high. Visitor use is very low. There are no managed trails in this class.

*Primitive:* The area is characterized by an essentially unmodified natural environment, with little influence of man noticeable in natural processes and conditions. The opportunities for solitude and isolation are high. Visitor use is low and density of managed trails is very low.

*Semi-Primitive:* The area is a predominantly unmodified natural environment. Evidence of man is noticeable in some areas. Opportunities for solitude and isolation are good. Trails and campsites are present. Visitor use is low but other users will generally be encountered during

the primary use seasons.

*Transition:* The area is classified semi-primitive in most aspects of wilderness setting and resource conditions. Social encounters can be expected to be higher than semi-primitive during high use periods of the primary use season. Transition areas are close to major trail heads and areas that receive more of the single day use mixed in with users traveling into or out of the other classes. (FP IV-39)

Pristine Social Standards:

(1) Encounters

There should be an 80 percent probability that not more than one individual or party will be encountered per day during the primary use season.

(2) Party Size

The maximum party size shall not exceed a combination of 12 people and/or livestock, (12 people and 18 animals in the Lake Chelan- Sawtooth Wilderness). A total of not more than six people will be encouraged in this class, and use of stock will not be encouraged for cross-country travel.

Primitive Social Standards:

( 1 ) Encounters

There should be an 80 percent probability that not more than either seven parties or seven individuals traveling alone will be encountered per day during the primary use season.

(2) Party Size

The maximum party size shall not exceed 12 people and/or livestock combined, (12 people and 18 animals in the Lake Chelan-Sawtooth Wilderness).

Semi-Primitive Social Standards:

(1) Encounters

There should be an 80 percent probability that not more than either ten parties or ten individuals travelling alone, will be encountered per day during the primary use season.

(2) Party Size

The maximum party size shall not exceed 12 people and/or livestock combined, (12 people and 18 animals in the Lake Chelan-Sawtooth Wilderness).

Transition Social Standards:

(1) Encounters

There should be an 80 percent probability that not more than either 10-20 parties or 10-20 individuals traveling alone, will be encountered per day during the primary use season. Generally encounters should not exceed 10, however, in unique situations, encounters may reach 20 per day.

(2) Party Size

The maximum party size will not exceed 12 people and/or livestock combined, (12 people and 18 animals in the Lake Chelan-Sawtooth Wilderness). (FP Standards and Guidelines IV70-75)

## Appendix C. Supply and Demand Analysis

### Supply by Service Provider<sup>8</sup>

#### **Federal**

##### ***National Parks:***

Mount Rainier contains 235,625.00 acres and is an active volcano and the most prominent peak in the Cascades covered by 26 named glaciers including Carbon Glacier and Emmons Glacier, the largest in the continental United States. The mountain is popular for climbing, and more than half of the park is covered by subalpine and alpine forests. Paradise on the south slope is one of the snowiest places in the world. A popular 100 mile hike circles the mountain.

North Cascades is a complex that contains 504,780.94 acres and includes two units of the National Park: Ross Lake and the Lake Chelan National Recreation Areas. There are numerous glaciers, and popular hiking and climbing areas such as Cascade Pass, Mount Shuksan, Mount Triumph, and Eldorado Peak.

Olympic contains 922,650.86 acres and is situated on the Olympic Peninsula. The park ranges from the Pacific shoreline with tide pool to temperate rainforest to Mount Olympus. The glaciated Olympic Mountains overlook the Hoh Rain Forest and Quinault Rain Forest, the wettest area of the continental United States. Recreation opportunities include backpacking, mountaineering, day hiking, fishing and beachcombing.

##### ***National Wildlife Refuges:***

There are 23 Wildlife Refuges in the state of Washington. The closest to the analysis area include the 3000 acre Nisqually NWR, near Olympia, a day-use area that has opportunities for boat-based fishing (no bank access), birdwatching, four miles of walking trails and waterfowl hunting. No jogging or bicycling are allowed here and pets are prohibited. Toppenish NWR is located in the Yakima Valley. Opportunities for recreation at Toppenish include wildlife observation, hiking and hunting. Fishing, camping, boating and driving off-road are prohibited on the Refuge. Several wildlife refuges are located along the Columbia River, including Lewis and Clark NWR and Steigerwald Lake NWR., which are open to the public for day use; however, other wildlife refuges including Pierce NWR and Franz Lake NWR are closed to public access.

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<sup>8</sup> "National Park System Areas Listed in Chronological Order of Date Authorized under DOI" (PDF). National Park Service. 27 June 2005. <http://home.nps.gov/applications/budget2/documents/chronop.pdf>.

***Forest Service:***

The Gifford Pinchot is bordered on the south by the Columbia River Gorge National Scenic Area. Recreation opportunities include hiking, camping, fishing, white-water boating and mountain biking. The Okanogan-Wenatchee and the Mount Baker-Snoqualmie National Forests lie to the north of the GPNF. A wide range of recreational opportunities exist in both forests, including hiking, backpacking, camping, fishing, hunting, and driving for pleasure.

Approximately 40 percent of the Okanogan-Wenatchee Forest is designated as Wilderness in eight Wilderness Areas. 834,000 acres, about half of the Mt. Baker-Snoqualmie National Forest is designated as Wilderness. Climbing Mount Baker is a popular activity. Mount Hood National Forest is also located in the region. A full array of recreational activities occur in this forest, most notably mountaineering and skiing.

***State owned:***<sup>9</sup> There are 649,000 acres in the state managed for outdoor recreation, habitat, or environmental protection. In addition, there are 3 million acres for resource production and extraction (often available for public use, intended or not, and access management).

***State Parks:*** Beacon Rock State Park offers visitors Columbia River shoreline and seasonal technical rock climbing. Lakeside camping and fishing is available at Lake Sylvia, Ike Kinswa and Battle Ground Lake State Parks. Lewis and Clark State Park is located in old-growth forest. Several other small state parks located along the Columbia Gorge offer short walks, camping and scenery viewing opportunities.

***Washington State Department of Natural Resources (DNR):*** DNR's Pacific Cascade Region stretches from the Pacific Ocean to the Cascade Range and includes more than 500,000 acres of DNR-managed land.<sup>10</sup> The Capitol State Forest near Olympia, while managed as an active timber harvest area, is open to hiking, hunting, ORVs, horseback riding, camping and mountain biking. The Forest is divided to prevent conflicts, with ORVs allowed in the northern half only. There are also seasonal closures on ORVs and horseback riding. The Yacolt Burn State Forest offers camping, motorized trails, hiking and horseback riding. There are several other DNR campgrounds located in the Pacific Cascade Region.

***Washington Department of Fish and Wildlife (WDFW):*** WDFW has completed a pilot project called the Integrated Landscape Management (ILM) plan for the Lewis and Kalama River Watersheds.<sup>11</sup> The Recreation Plan identified in the ILM focuses on the need to minimize and manage potential wildlife-recreation conflicts. Critical habitat areas identified in the plan

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<sup>9</sup> The 1999 Public and Tribal Lands Inventory, Final Report, December 2001, Interagency Committee for Outdoor Recreation

<sup>10</sup>

[http://www.dnr.wa.gov/RecreationEducation/Topics/OpenClosureNotices/Pages/amr\\_pacific\\_cascade\\_region\\_rec.aspx#co-wlitz](http://www.dnr.wa.gov/RecreationEducation/Topics/OpenClosureNotices/Pages/amr_pacific_cascade_region_rec.aspx#co-wlitz)



should be protected from all development, including recreation. Key habitats include caves, wintering areas for elk below 1,000 feet mean sea level (msl), and riparian areas. Other important habitats, such as cliffs and meadows, need to have recreational events carefully managed to avoid confrontations with wildlife during critical stages. Damaging activities such as riding all-terrain vehicles (ATVs), snowmobiles and horses should not be allowed in these habitats (WDFW 1995).

The key objectives for the ILM are to develop an integrated plan for managing fish and wildlife in the Lewis-Kalama River watershed on a landscape basis over the next 20 years; the plan is intended to be a cooperative management plan developed between landowners, the public, and fish and wildlife managers.

***University of Washington:*** The 4,300 acre Pack Forest, located near Eatonville, is open for day use hiking, horseback riding and mountain biking.

**Private:** Golf courses, campgrounds, a Northwest Trek Wildlife Park, environmental education opportunities, museums, and city parks are available near the project area.

## **Global, National, and Regional Trends**

The future of nature-based recreation participation is often cyclic, depending on economic, environmental and social factors. Some conclusions can be drawn from trends data. Recent events including the 2008 recession and subsequent rising unemployment rates could change the way Americans participate in recreational activities in the future.

### **Global Trends**

Global trends in recreation can have an effect on demand for outfitted services on national forest lands. International travelers to the U.S. are on the rise, especially considering recent downturns in the value of the U.S. dollar. Many of these travelers are recreating on national forest lands. Yeomen (2008) identifies drivers that may change international tourism in the future.<sup>12</sup> Since international visitors to the Pacific Northwest may be on the rise these drivers are worthy of mention.

#### ***Drivers of the future pertaining to international travel:***

- A world of changing values from consumerism to environmental concern: There is a broadening concern for impacts to our environment that is affecting the way people behave in their daily lives.
- Changes and concerns in global air travel: With tightening security, air travel may be negatively influenced consequently limiting our foreign visitors to the United States.
- The dichotomy between the rich and poor: The lower class is continuing to struggle and the higher class is continuing to flourish. This increase in extremes of wealth and poverty will surely have an effect on people's recreational choices.

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<sup>12</sup> Yeoman, I. (2008), Tomorrow's Tourist Scenarios and Trends. Elsevier Publishing: United Kingdom.

- Energy/Oil: The high cost of fuel as well as the speculation of decreasing supply will change the nature of people’s recreation choices.
- New technologies: Technological advances worldwide will change the demand for recreational opportunities. Diversity and quality of opportunities will be increasingly important.
- Value of the U.S. dollar: Foreign visitation is on the rise partly due to the decline in the value of the U.S. dollar. Foreign visitors have different motivations, values, and expectations in terms of recreation.
- Rise in the Chinese middle class: The increase in the middle class Chinese has the potential to impact inbound travel to the United States.

### **National Trends**

Nationally, the 2010 Outdoor Recreation Participation Report found that nearly 50% of Americans ages six and older participated in outdoor recreation in 2009.<sup>13</sup> That’s a slight increase from 2008 and equates to a total of 137.8 million Americans. Forty-two percent of outdoor participants said the economy impacted how often they participated in outdoor activities in 2009. Sixty-two percent of outdoor participants travel one hour or less to participate in outdoor recreation. A second national source for trends is the National Survey on Recreation and the Environment (NSRE).<sup>14</sup> NSRE represents the continuation of the ongoing National Recreation Survey series that began in 1960. Surveys focus on outdoor recreation participation and personal demographics for people 16 years and older in the United States. Surveys track more than 80 recreation activities. More than half the US states use NSRE data during their SCORP development. Nearly 60% of nature based recreation occurs in forested settings. The fastest growing activities are found in Table 1(NSRE data, 2009).

<b>Table C1: Nature-based Participation Rates</b>	<b>%</b>
<b>Activity</b>	<b>Percent</b>
View/photograph flowers, etc.	78%
View/photograph natural scenery	61%
Driving off road	56%
View/photograph other wildlife	47%
View/photograph birds	38%
Kayaking	29%
Visiting water (other than ocean beach)	28%
Backpacking	24%
Visiting nature centers	23%

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<sup>13</sup> <http://www.outdoorindustry.org/research.php>

<sup>14</sup> <http://www.srs.fs.usda.gov/trends/index.html>

NSRE (2009) continues to track an overall downward slide in outdoor recreation participation among 6 to 12 year olds. A lack of time and interest keeps youth from getting outdoors more.

For youth ages 6 to 17, “fun” is the most common motivation for participating in outdoor activities. Discovery and exploration are common motivators. Most youth are introduced to outdoor activities by parents, friends, family and relatives. Based on trends between 1996 and 2006<sup>15</sup> conducted every 5 years since 1955, fishing has decreased 15% and hunting has decreased 11%. However, wildlife watching (away from home) has increased 13%. Other data sources support a decline in these activities.<sup>16</sup> Table 2 shows participation rates for nature-based recreation with the strongest declining activities.

Table C2: Declining Recreation Activities	%
Activity	Percent
Downhill skiing	16%
Picnicking	17%
Canoeing	18%
Migratory bird hunting	19%
Day hiking	21%
Snowmobiling	27%
Mountain biking	33%
Snowshoeing	37%

### **Projected Recreation Use—Long Term Trends**

The most current publication *Projections of Outdoor Recreation Participation to 2050* (Bowker, 1999) projects future outdoor recreation participation and consumption as mandated by the Renewable Resources Planning Act (RPA). Based primarily on descriptive findings from NSRE, long term projections in recreation participation have been assessed by comparing NSRE findings with those of national recreation surveys dating back to 1960.

The biggest changes expected to take place in factors influencing recreation behavior over the next half century relate to increases in population and real income. Using the mid-level growth scenario from the U.S. Census, population increases in the continental United States through 2050 will range from a low of 30 percent in the North to a high of 60 percent along the Pacific Coast. Average income, after accounting for inflation, is expected to grow 88 percent over the same period. This projection makes no attempt to identify changes in the distribution of income, which may have a profound influence on recreation behavior (Bowker, 1999).

It has also been established that supply factors such as proximity and availability of recreation resources are important in determining whether and to what degree individuals recreate. Previous research has shown that the amount of outdoor recreation settings or opportunities

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<sup>15</sup> US Fish and Wildlife Service, *National Survey of Fishing, Hunting and Wildlife-Associated Recreation*, 2007

<sup>16</sup> <http://www.census.gov/prod/www/abs/fishing.html>

available to an individual will affect the individual's choice and intensity of participation in given activities. For example, whether an individual skis and how often that individual skis can in part be explained by the proximity of skiing opportunities. Likewise, most dispersed outdoor recreation activities, such as viewing wildlife, require access to wildlife habitat on private and public forests, ranges, and wetlands (Bowker, 1999).

### ***Key Findings through the Year 2050***

**National:** In terms of activity days, the five fastest growing outdoor recreation activities are projected to be: visiting historic sites (116 percent growth), downhill skiing (110 percent growth), snowmobiling (99 percent growth), sightseeing (98 percent growth), and non-consumptive wildlife activity (97 percent growth). The five slowest growing activities are projected to be: fishing (27 percent growth), primitive camping (24 percent growth), cross-country skiing (18 percent growth), off-road vehicle driving (seven percent growth), and hunting (minus-two percent growth).

In terms of annual primary-purpose trips, the five fastest growing activities are projected to be: downhill skiing (122 percent growth), biking (116 percent growth), snowmobiling (110 percent growth), sightseeing (98 percent growth), and developed camping (80 percent growth). The five slowest growing activities are projected to be: hunting (six percent growth), primitive camping (zero percent growth), off-road vehicle driving (minus 22 percent growth), family gatherings (minus 25 percent growth), and picnicking (minus 45 percent growth).

In terms of number of participants, the five fastest growing activities are projected to be: cross-country skiing (95 percent growth), downhill skiing (93 percent growth), visiting historic sites (76 percent growth), sightseeing (71 percent growth), and biking (70 percent growth). The five slowest growing activities are projected to be: rafting (26 percent growth), backpacking (26 percent growth), off-road vehicle driving (16 percent growth), primitive camping (10 percent growth) and hunting (minus 11 percent growth). In all categories, off-road vehicle driving is expected to be in the top five slowest growing activities. Primitive camping is also in the top five slowest growing activities in all categories.

**Regional:** Growth in activity days should be fairly consistent across regions-faster than population growth in every region for about 60 percent of the activities. The Pacific Coast will see the greatest number of activities for which primary-purpose trips grow faster than the population, about 13 out of 22. The North will see the fewest, about seven out of 22. Participants should increase in all regions faster than the population growth for at least 60 percent of the activities. The Pacific Coast will have the most activities (75 percent), growing at a rate faster than the population.<sup>17</sup>

Days spent and numbers of participants in winter, water-based, and developed land activities will, in general, grow faster than the population. Hunting and fishing, along with other dispersed land activities, are not expected to increase in activity days or participation numbers as fast as the population is growing. Non-consumptive wildlife activity is an exception to this trend; however,

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<sup>17</sup> Projections of Outdoor Recreation Participation to 2050, Bowker, et al, 1999

it is not limited to dispersed settings. With the exception of winter sports, there appears to be a general shift toward fewer primary-purpose trips per capita while at the same time more days and participants per capita.

Supply factors such as proximity and availability of recreation resources are important in determining whether and to what degree individuals recreate. Previous research has shown that the amount of outdoor recreation settings or opportunities available to an individual will affect the individual's choice and intensity of participation in given activities. For example, whether an individual skis and how often can in part be explained by the proximity of skiing opportunities. Likewise, most dispersed outdoor recreation activities, such as viewing wildlife, require access to wildlife habitat on private and public forests, ranges, and wetlands.

According to research from the Outdoor Industry Foundation, when people feel overscheduled and lacking in leisure time they will generally gravitate towards activities that are perceived as low commitment and not requiring special equipment or skills. People are also currently attracted to activities which can be completed in a day, and near their home.

### **Summary: Common Themes for Global, National, and Regional Long-Term Trends**

- International travel based on interest and favorable US currency could positively affect outfitter guide services;
- Forested settings continue to be a draw for people viewing scenery;
- The economy impacts how people participate;
- A majority travel less than an hour to participate;
- Participation by kids in the outdoors is declining;<sup>18</sup>
- Outdoor participation supports land conservation and volunteerism;
- Hunting and fishing are declining but wildlife watching has increased;
- Decline in snow-dependent recreational activities;
- The national obesity epidemic is raising awareness of the value of public lands;
- The health care industry is becoming a stronger partner with land managers.

### **Projected Recreation Use—Short Term Trends**

In the decade since Bowker's report was published, however, there have been significant changes in drivers of outdoor recreation trends. In a 2009 report entitled "Recreation Demand Trends, an Update", based on the most recent NSRE data, the authors conclude that outdoor recreation and especially nature based recreation were growing through 2007, but that significant changes occurred in 2008 including the recession, children and young adults' growing disinterest in outdoor recreation, and gas price increases. Cordell's report suggests that climate change may be a "wild card" citing more frost free days, bark beetle damage, and fire, all of which can directly or indirectly impact people's access to recreation.

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<sup>18</sup> Managers may need to get kids outdoors to ensure a future conservation constituency and support for national forests through participation and understanding.

However, his report also suggests that Americans continue to enjoy outdoor recreation. Between 2000 and 2007, the total people participating in nature-based activities grew by 3.1 percent while the number of days of participation grew about 32 percent. Overall 50 nature-based activities identified in the report, per capita days increased by more than 22 percent. The biggest growth areas through 2007 were viewing, photographing and visiting nature and OHV use. Between the years 2000-2007 some of the largest decreases in use were mountain biking and downhill skiing and the biggest increases were in walking and family gatherings outdoors. These findings appear to conflict with Bowker's publication but could reflect short term driver changes such as reduced income due to the recession.

Analysis showed that participation in backcountry activities, including backpacking and day hiking was mixed but steady; hunting and fishing were steady; OHV use was increasing while skiing, snowboarding and snowmobiling were decreasing; and nature viewing and photography were increasing.<sup>19</sup>

### ***Washington State Population***

Population growth is the primary driver for recreation demand. "Population has been, is, and will be the major driver of outdoor recreation participation in this country."<sup>20</sup> Note that the population of Washington is increasing faster than the national percentage with a difference of 3.3% as shown in Table 3.

<b>Table C3: Population, 2000-2010*</b>	<b>State</b>	<b>U.S.</b>
<b>Population</b>	<b>Washington</b>	<b>U.S.</b>
Population (2010*)	6,561,297	303,965,272
Population (2000)	5,894,121	281,421,906
Population Change (2000-2010*)	667,176	22,543,366
Population Percent Change (2000-2010*)	11.3%	8.0%

\*The data in this table are calculated by ACS using annual surveys conducted during 2006-2010 and are representative of average characteristics during this period. U.S. Department of Commerce, 2012. Census Bureau, American Community Survey Office, Washington, D.C.

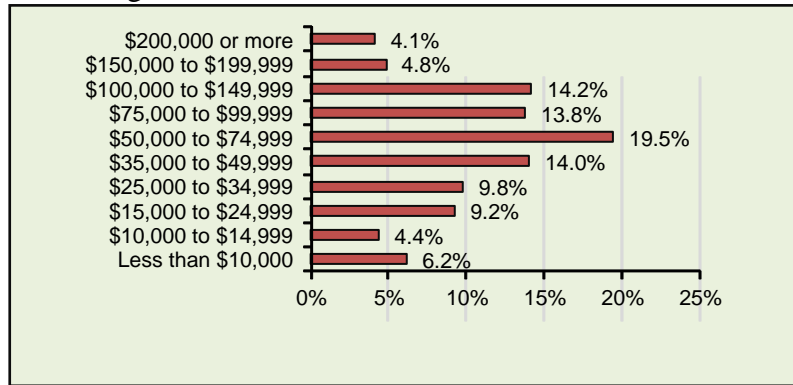
For public land managers, one of the important considerations of proposed management actions is whether low income populations could experience disproportionately high and adverse effects of proposed management actions. Understanding income differences within and between geographies helps to highlight areas where the population or a sub-population may be experiencing economic hardship.

Understanding income can help to highlight several important aspects of economic well-being. A large number of households in the lower end of income distribution would indicate economic hardship. A bulge in the middle distribution can be interpreted as the size of the middle class. A figure that shows a proportionally large number of households at both extremes indicates a geography characterized by "haves" and "have-nots."

<sup>19</sup> Recreation Demand Trends, an Update. Cordell, et al. May 2009.

<sup>20</sup> Outdoor Recreation for the 21st Century, a Report to the Nation: The National Survey on Recreation and the Environment. Cordell, H. Ken. 2004. p. 21.

**Figure C1. Household Income Distribution,  
Washington, 2010\***



During 2006-2010, the income category in the Washington with the most households was \$50,000 to \$74,999 (19.5% of households). The income category with the fewest households was \$200,000 or more (4.1% of households). U.S. Department of Commerce. 2012. Census Bureau, American Community Survey Office, Washington, D.C.

The income distribution follows a fairly normal curve for the state of Washington (Table 4). However, it is slightly lower than the nation in terms of poverty levels.

### ***Demand for Activities for Washington***

The following table is based on information from the Washington SCORP.

<b>Table C4: Ranking of Major Activity Participation, 2006-07<sup>21</sup></b>	<b>Percentage</b>
Walking/ Hiking	73.8%
Team/Individual Sports, Physical Activity	69.2%
Nature Activity	53.9%
Picnicking	46.8%
Indoor Community Facility Activity	45.1%
Water Activity	36.0%
Sightseeing	35.4%
Bicycle Riding	30.9%
Off-road Vehicle Riding	17.9%
Snow/Ice Activity	17.5%
Camping	17.1%

<sup>21</sup> Comparing the results provides indicators of change, but because the two surveys were done differently, the results cannot be considered a clear trend.

Fishing	15.2%
Hunting/Shooting	7.3%
Equestrian Activity	4.3%
Air Activity	4.0%

### ***Important Outdoor Recreation Activities<sup>22</sup>***

***Observing and Photographing Nature:*** Nearly a third of the population (31 percent) reports participation, most prominent among adults 50-64. There is less participation among younger people. Women are more likely to participate than men.

***Sightseeing:*** Together, Washingtonians went sightseeing more than 12 million times during the survey year. The most prevalent setting for sightseeing was scenic areas. Significantly more sightseeing occurred in summer than in fall.

***Camping:*** Current estimates indicate that tent camping is as popular as recreational vehicle camping. Up to 24 percent of the state's residents will tent camp in July. Recreational vehicle camping reaches a peak in September. This is when about 20 percent of residents participate. Asked whether they would like to do more camping, children and young adults were most likely to say yes.

***Hiking:*** Hiking is popular statewide, with about 20 percent of the population participating. Hiking draws people with higher incomes, and males are more likely to hike than females. Hiking takes place year-round, with summer the most likely season.

***Off-road Vehicle Use:*** The data showed 13 percent of the state's residents drive 4x4 vehicles for recreation, mostly on roads. The data does not reveal whether the 4x4 vehicles are sport utility vehicles (SUVs) or street legal, off-road ready specialty vehicles. Another 7 percent of residents report using all-terrain vehicles (ATVs), mostly on rural trails, interpreted here as likely a combination of user-made and official trails, mostly on public lands. Off-road motorcycling has roughly 5 percent to 6 percent participation, predominantly male. There is a noticeable spike in the participation of teenage riders.

***Hunting:*** Hunting participation is 6 percent of state residents in peak season, overwhelmingly practiced by men. License sales appear to be steady, but are shrinking as a percent of population. Consistent with national trends, increased participation is highly unlikely as the state's population continues a general rural-to-urban migration.

***Equestrian activities:*** About 4 percent of Washington residents rode horses in an average month in 2006. Riding at stables and grounds was more likely than trail riding. Considering people reporting all types of riding and settings, the age groups with the highest prevalence of horseback riding were children under 10 (9 percent) and children 11 to 17 (8.3 percent).

In the 1991 Washington State Trails Plan<sup>23</sup>, growth rates in the number of household trips for

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<sup>22</sup> [http://www.rco.wa.gov/documents/rec\\_trends/SCORP\\_2008.pdf](http://www.rco.wa.gov/documents/rec_trends/SCORP_2008.pdf)



specific activities are projected for the years 1987 to 2000 and are shown in Table 10.

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<sup>23</sup> Interagency Committee for Outdoor Recreation, 1991. Washington State Trails Plan, Policy and Action Document.

<b>Table C5: Activity Growth Rate for Washington State</b>	<b>Span of Years</b>
<b>Activity</b>	<b>Growth Rate 1987-2000</b>
Day Hike on Trails	37%
Hike/Backpack Overnight along Trails	30%
Ride Horses	17%
Camp with Packstock	18%

This translates into annual growth rates of approximately 1.3% to 2.8% depending on the activity. The following projections come from the Regional Demand and Supply Projections for Outdoor Recreation<sup>2</sup> from 1987 to the years 2000 and 2010 for the Pacific Coast Region (Washington, Oregon, California, Alaska, and Hawaii) and are shown in Table C6.

<b>Activity Growth Rate for the Pacific Coast Region</b>	<b>Year</b>	<b>Year</b>
<b>Activity</b>	<b>2000</b>	<b>2010</b>
Backpacking	34%	58%
Horseback Riding	27%	43%
Day Hiking	25%	43%

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<sup>2</sup> USDA Forest Service, 1993. Regional Demand and Supply Projections for Outdoor Recreation, General Technical Report RM -230.

## Appendix D. Evaluation Criteria Rankings

**Table D1. Evaluation Criteria (GFA)**

Activity/Criteria (H,M,L)	Minors	At-risk youth, non-traditional, disabled visitors	education	KSAs	Regional Availability	Resource Impact mitigation	Equipment	Benefit to Local Economy	Safety/Risk	Demand	Overall Need	Notes
Avalanche awareness/mountaineering	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Terrain not available
Backcountry skiing/snowboarding	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Terrain not available
Backpacking	M	H	M	M	L	M	M	L	M	M	M	parents can take kids backpacking.
Big game hunting on horseback	H	H	L	M	L	L	M	L	M	L	M	Not all kids can find unguided opportunities for hunting, but some could go with parents. When hunting, interpretation is likely a very low priority/interest. Hunting is a popular activity in Washington
Big game hunting	M	H	L	M	L	M	M	M	M	M	M	

## Outfitter and Guide Needs Assessment – Gifford-Pinchot National Forest

Activity/Criteria (H,M,L)	Minors	At-risk youth, non-traditional, disabled visitors	education	KSAs	Regional Availability	Resource Impact mitigation	Equipment	Benefit to Local Economy	Safety/Risk	Demand	Overall Need	Notes
Biking, mountain	M	H	L	M	L	L	M	M	M	H	M	Kids don't necessarily need a guide to go mtn biking; off forest there aren't many places in the region for mtn biking
Bike touring (road riding)	M	H	M	L	L	L	M	L	M	L	M	bikes are expensive; road riding has some hazards due to cars on the road
Bouldering	M	H	L	L	M	M	M	L	M	L	M	kids could benefit from guided opportunities to learn to climb; people out bouldering likely aren't particularly interested in education at the same time; bouldering has some impacts but not high

Activity/Criteria (H,M,L)	Minors	At-risk youth, non-traditional, disabled visitors	education	KSAs	Regional Availability	Resource Impact mitigation	Equipment	Benefit to Local Economy	Safety/Risk	Demand	Overall Need	Notes
Canoeing/kayaking (flatwater)	M	H	M	M	L	L	M	M	M	L	M	canoeing on a lake has low impacts; boats aren't cheap
Caving	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	No availability
Drop camps	H	H	L	L	M	L	H	L	H	L	M	
Dog sledding	H	H	L	H	H	L	H	L	M	L	M	
Nature Based Education	M	H	H	L	L	L	L	L	L	M	M	specialized skills aren't required to participate in education program
Fishing	M	H	L	L	L	L	L	L	L	L	L	some equipment required, not necessarily cheap
Hiking, day	L	M	M	L	L	L	L	L	L	M	L	
Horseback riding (day)	M	H	M	M	M	M	H	M	M	M	M	kids don't necessarily need a guide to horseback ride

## Outfitter and Guide Needs Assessment – Gifford-Pinchot National Forest

Activity/Criteria (H,M,L)	Minors	At-risk youth, non-traditional, disabled visitors	education	KSAs	Regional Availability	Resource Impact mitigation	Equipment	Benefit to Local Economy	Safety/Risk	Demand	Overall Need	Notes
Horseback riding (overnight pack)	H	H	M	M	H	H	H	L	M	L	M	kids don't necessarily need a guide for pack trips
Jeep/OHV	M	H	L	M	M	M	H	L	M	M	M	
Rafting/kayaking/canoeing (whitewater)	M	H	M	H	L	L	H	L	H	L	M	kids don't necessarily need guide to paddle
Running	L	M	L	L	L	L	L	L	L	L	L	
Snowmobiling	M	H	L	M	M	M	H	L	M	M	M	noise and snow compaction impacts

Scoring: 0-20 Low; 20-35 M; >35 H

L=1, M=3, H=5

Table D2. Need Evaluation Rankings, Monument

Activity/Criteria (H,M,L)	Minors	At-risk youth, non- traditional, disabled visitors	Monument Interpretation	KSAs	Setting dependency	Resource impact mitigation	Equipment	Safety/Risk	Local economy	Demand	Overall Need	Notes
Avalanche instruction/mount aineering	H	H	M	H	L	L	M	H	L	M	M	equipment needs for mountaineering compare more with tents than snowmobiles in terms of price; local outfitters may have an interest in this activity
Backcountry skiing/snowboardi ng	M	H	M	H	M	L	M	M	L	M	M	Local outfitters may have interest in this activity; already backcountry skiing is a popular activity
Backpacking	M	H	M	M	M	M	M	M	L	M	M	Parents can take kids backpacking; overnight access is important on Monument; request received for youth trips

## Outfitter and Guide Needs Assessment – Gifford-Pinchot National Forest

Activity/Criteria (H,M,L)	Minors	At-risk youth, non- traditional, disabled visitors	Monument Interpretation	KSAs	Setting dependency	Resource impact mitigation	Equipment	Safety/Risk	Local economy	Demand	Overall Need	Notes
Big game hunting	M	H	L	M	L	M	M	M	L	M	M	LIMITED BY PERMITS; the Monument is known for having a huge elk herd and is one of the most sought after tags in the state.
Biking, mountain	M	H	L	M	M	L	M	M	L	M	M	SCARY terrain; parents often start their kids mtn biking; bikes are expensive;
Bike touring (road riding)	M	H	M	L	L	L	M	M	L	M	M	Bikes are expensive and road riding can be dangerous.
Birdwatching	L	M	M	L	M	L	L	L	L	L	L	in general birdwatching is on the rise
Bouldering	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	None available on Monument
Bus tours	M	M	H	L	H	L	L	L	H	H	M	
Caving (only Ape Cave considered)	M	M	H	M	H	M	L	M	L	H	M	Caves can be visited with knowledgeable



Activity/Criteria (H,M,L)	Minors	At-risk youth, non- traditional, disabled visitors	Monument Interpretation	KSAs	Setting dependency	Resource impact mitigation	Equipment	Safety/Risk	Local economy	Demand	Overall Need	Notes
												parents; little equipment is needed besides boots and light; especially for upper cave and other caves, safety is more moderate.
Cross country skiing/snowshoeing	M	H	M	M	M	L	M	M	L	M	M	
Dog sledding/skijoring	H	H	L	H	L	L	H	M	L	L	M	parents can take kids out; skjoring doesn't take highly specialized knowledge
Drop camps	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	TOO LIMITED
Education, nature-based	M	H	H	M	H	L	L	L	M	M	M	
Fishing	M	H	L	L	L	L	L	L	L	M	L	fishing closed @ spirit lake; if easier access to Castle Lake were opened up, demand would likely increase. NEPA for new trail out to Castle Lake happening

## Outfitter and Guide Needs Assessment – Gifford-Pinchot National Forest

Activity/Criteria (H,M,L)	Minors	At-risk youth, non- traditional, disabled visitors	Monument Interpretation	KSAs	Setting dependency	Resource impact mitigation	Equipment	Safety/Risk	Local economy	Demand	Overall Need	Notes
												in 2013
Hiking, day	L	M	M	L	H	L	L	L	M	H	M	Hiking is extremely popular and there is demand for more hiking opportunities on the Monument
Helicopter tours	M	H	H	L	H	M	H	H	M	H	H	
Horseback riding (day)	M	H	M	M	L	M	H	M	L	M	M	Parents can take kids riding; interpretation can be included in trips, just as with hiking and paddling
Horseback riding (overnight)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	No opportunities
Hut to hut tours (summer)	M	H	M	L	M	L	L	L	L	M	M	
Hut to hut tours (winter)	M	H	M	M	M	L	M	M	L	M	M	Higher safety risk in winter
Jeep/OHV	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	No opportunities in monument

Activity/Criteria (H,M,L)	Minors	At-risk youth, non- traditional, disabled visitors	Monument Interpretation	KSAs	Setting dependency	Resource impact mitigation	Equipment	Safety/Risk	Local economy	Demand	Overall Need	Notes
Kayaking/canoeing (only flatwater available)	M	H	M	M	M	L	M	M	L	M	M	Parents can take kids paddling; attraction of paddling on Coldwater has to do with its location and history
Kite boarding (winter, on snow)	H	H	L	H	L	L	H	M	L	M	M	although parents could potentially take kids out, there aren't that many adults with these skills/equipment
Mountain climbing (summer)	M	H	M	M	H	M	L	M	M	H	M	PERMITS REQUIRED; parents can take kids to climb the mountain; it is not a technical climb so KSAs are moderate; in summer no special equipment is required
Photography	M	M	H	L	H	L	M	L	L	L	M	

## Outfitter and Guide Needs Assessment – Gifford-Pinchot National Forest

Activity/Criteria (H,M,L)	Minors	At-risk youth, non- traditional, disabled visitors	Monument Interpretation	KSAs	Setting dependency	Resource impact mitigation	Equipment	Safety/Risk	Local economy	Demand	Overall Need	Notes
Rock Climbing	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	No opportunities
Snowcat tours	H	H	M	L	M	M	L	M	L	L	M	
Snowmobiling	M	H	L	M	L	M	H	M	L	M	M	How to drive a snowmobile isn't specialized. Resource impacts are M due to noise, carbon, and snow compaction

## Wilderness Criteria

Several criteria were developed directly from the Wilderness Act and guidance related to wilderness management.

### **Wilderness Character:**

**Wilderness character** has been defined as “the combination of biophysical, experiential, and symbolic ideals that distinguishes wilderness from other lands. These ideals combine to form a complex and subtle set of relationships among the land, its management, its users, and the meanings people associate with wilderness.” The four aspects that make up wilderness character are the following:

**Natural**—Wilderness ecological systems are substantially free from the effects of modern civilization. This quality is preserved or improved, for example, by controlling or removing non-indigenous species or restoring ecological processes. This quality is degraded, for example, by the loss of indigenous species, occurrence of non-indigenous species, alteration of ecological processes such as water flow or fire regimes, effects of climate change, and many other factors.

**Solitude or a primitive and unconfined type of recreation**—Wilderness provides outstanding opportunities for solitude or primitive and unconfined recreation. This quality is primarily about the visitor wilderness experience and is influenced by settings that affect these opportunities. This quality is preserved or improved by management actions that reduce visitor encounters, signs of modern civilization inside the wilderness, agency-provided recreation facilities, and management restrictions on visitor behavior. In contrast, this quality is degraded by management actions that increase these.

**Undeveloped**—Wilderness retains its primeval character and influence, and is essentially without permanent improvement or modern human occupation. This quality is influenced by what are commonly called the “Section 4(c) prohibited uses,” which are the presence of modern structures, installations, habitations, and the use of motor vehicles, motorized equipment, or mechanical transport. This quality is preserved or improved by the removal of structures and refraining from these prohibited uses. It is degraded by the presence of non-recreational

structures and by prohibited uses, whether by the agency for administrative purposes, by others authorized by the agency, or when uses are unauthorized.

**Untrammeled**—Wilderness is essentially unhindered and free from the actions of modern human control or manipulation. This quality is influenced by any activity or action that controls or manipulates the components or processes of ecological systems inside wilderness. It is supported or preserved when such management actions are not taken. It is degraded when such management actions are taken, even when these actions are intended to protect resources, such as spraying herbicides to eradicate or control non-indigenous species, or reduce fuels accumulated from decades of fire exclusion.<sup>24</sup>

Of all of the aspects of wilderness character, solitude is the one that can be most affected by additional outfitter/guide permits and should be considered when evaluating the need for commercial services.

### **Categories of Need:**

The following **categories of need** have been determined for this needs assessment:

*Persons identified by the GPNF who could not otherwise experience wilderness such as persons with physical or mental limitations , non-traditional visitors and/or populations that are essential to the cultivation of future stewards and citizen support and future support for this wilderness.*

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<sup>24</sup> Keeping it Wild: an interagency strategy to monitor trends in wilderness character across the national wilderness preservation system. Landres et al, 2008.



## Outfitter and Guide Needs Assessment – Gifford-Pinchot National Forest

These are further identified as minors, non-traditional (non-typical wilderness visitors) at-risk youth and disabled visitors. Activity/Criteria (H,M,L)	Minors	At-risk youth, non-traditional, disabled visitors	Education	KSAs	Regional Availability	Wilderness Setting Dependency	Wilderness Character	Resource Impact mitigation	Equipment	Benefit to Local Economy	Safety/Risk	Demand	Overall Need	Notes
Backcountry skiing/snowboarding	M	H	L	H	H	M	H	L	M	L	H	L	H	
Backpacking	L	H	M	M	L	L	L	M	M	L	M	L	L	
Hunting	M	H	M	M	L	L	L	M	M	M	M	M	M	
Avalanche awareness training	H	H	M	H	M	M	H	L	M	L	H	L	H	
Mountaineering	M	H	M	H	M	M	L	M	M	L	H	L	M	
Survival/adventure skills	M	H	H	H	L	L	M	M	L	L	M	L	M	
Cross-country skiing/snowshoeing	M	H	M	M	L	L	H	L	L	L	M	L	L	
Drop camps/packaging/game retrieval	H	H	L	L	M	M	M	L	H	L	H	M	M	
Nature-based activities	M	H	H	L	L	L	M	L	L	L	L	L	L	
Fishing	L	M	M	L	L	L	M	L	L	L	L	L	L	



Hiking	L	M	M	L	L	L	M	L	L	M	L	L	L	
Horseback Riding (day)	M	H	M	M	M	L	M	M	H	M	M	M	M	
overnight pack trips	H	H	M	H	M	M	L	H	H	L	H	L	H	
Photography	L	M	M	L	L	L	H	L	M	L	L	L	L	
rock climbing	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	No locations available
Wildlife Viewing	L	L	M	L	L	L	H	L	L	L	L	L	L	
Birdwatching	L	L	M	L	L	L	H	L	L	L	L	L	L	
Geocaching	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	Caches not permitted in wilderness
Hang-gliding	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	Not permitted in wilderness

## Appendix E. Actual Use

The tables below are the results of the outfitter-guide utilization analysis for the GPNF. Outfitter and Guide data from 2007 to 2011 was provided by the Forest in which authorized and utilized days were tracked of each permitted outfitter by Forest area. The areas were: Mt Saint Helens National Monument General Forest (MSH GFA), Climb (MSH CLIMB), and Snow (MSH SNOW); Mount Margaret Backcountry (MM BACKCTY), Mount Saint Helens Ranger District General Forest (MSHRD GFA); Mount Adams climb (MTA CLIMB), General Forest (MTA GFA), Wilderness (MTA WLD), and Snow (MTA SNOW); and Cowlitz Valley Ranger District General Forest (CVRD GFA) and Wilderness (CVRD WLD). Outfitters were authorized for the following activities in one or more of these Forest areas: backpacking (BKPACK), caving (CAVING), climbing (CLIMBING), hiking (HIKING), horse day riding (HORSE DAY), horse packing (HORSE PACK), mountain biking (MTN BIKE), road biking (ROAD BIKING), running (RUNNING), ski and snowshoe (SNOW).

Table E1. Percent Utilization by year for activities by forest area, with average.

Activity	2007	2008	2009	2010	2011	Average
<b>General Forest</b>						
Backpacking	0%	0%	0%	0%	0%	0%
Caving	31%	31%	31%	8%	53%	31%
Climbing	64%	53%	51%	79%	57%	61%
Hiking	16%	15%	19%	16%	30%	19%
Mtn Bike	29%	0%	0%	0%	0%	6%
Road Biking	42%	42%	28%	48%	42%	41%
Running	100%	100%	100%	100%	100%	100%
Ski & Snowshoe	21%	11%	7%	7%	14%	12%
<b>Mount Margaret Backcountry</b>						
Backpacking	69%	0%	0%	28%	0%	19%
Hiking	75%	0%	0%	14%	0%	18%
<b>Wilderness</b>						
Backpacking	23%	19%	39%	34%	27%	28%
Climbing	21%	20%	10%	16%	24%	18%
Hiking	0%	0%	74%	0%	0%	15%
Horse Day	16%	137%	32%	42%	37%	53%
Horse Pack	14%	135%	34%	42%	36%	52%

Table E2. Average (max & min) percent utilization by activity and forest type

Activity	Average	Max	Min
<b>General Forest</b>			
Backpacking	0%	0%	0%
Caving	31%	53%	8%
Climbing	61%	79%	51%
Hiking	19%	30%	15%
Mtn Bike	6%	29%	0%
Road Biking	41%	48%	28%
Running	100%	100%	100%
Ski & Snowshoe	12%	21%	7%
<b>Mount Margaret Backcountry</b>			
Backpacking	19%	69%	0%
Hiking	18%	75%	0%
<b>Wilderness</b>			
Backpacking	28%	39%	19%
Climbing	18%	24%	10%
Hiking	15%	74%	0%
Horse Day	53%	137%	16%
Horse Pack	52%	135%	14%

Table E3. Number of Guides authorized by activity

Activity	All Forest Areas	General Forest	Mount Margaret Backcountry	Wilderness
Backpacking	6	1	1	6
Caving	5	5	0	0
Climbing	8	5	0	7
Hiking	8	8	1	1
Horse Day	2	0	0	2
Horse Pack	2	0	0	2
Mtn Bike	2	2	0	0
Paddling	0	0	0	0
Road Biking	2	2	0	0
Running	1	1	0	0
Ski & Snowshoe	5	5	0	0

(Note: GFA, MM BC, & Wild do not add up to = All Forest as there are six OGs total for certain activities, all of which are authorized in wilderness but only one of which is authorized for backpacking in GFA and MM BC)

Table E4. Total days used by year, includes all forest areas (GFA, MM BC, Wild)

Activity	2007	2008	2009	2010	2011
Backpacking	500	395	785	654	529
Caving	67	73	67	30	203
Climbing	477	414	306	574	460
Hiking	233	267	359	261	456
Horse Day	3	26	6	8	7
Horse Pack	11	104	26	32	28
Mtn Bike	91	0	0	0	0
Road Biking	65	65	43	73	65
Running	420	420	420	420	420
Ski & Snowshoe	102	50	42	44	94

Table E5. Authorized and used days by activity and year for General Forest, Wilderness and Mount Margaret Backcountry.

Activity	Year	General Forest Authorized	General Forest Used	Wilderness Authorized	Wilderness Used	Mount Margaret Backcountry Authorized	Mount Margaret Backcountry Used
Backpacking	2007	24	0	2046	475	36	25
	2008	24	0	2050	395	36	0
	2009	24	0	2020	785	36	0
	2010	24	0	1920	644	36	10
	2011	24	0	1940	529	36	0
Caving	2007	219	67	0	0	0	0
	2008	236	73	0	0	0	0
	2009	219	67	0	0	0	0
	2010	384	30	0	0	0	0
	2011	385	203	0	0	0	0
Climbing	2007	470	301	830	176	0	0
	2008	465	246	860	168	0	0
	2009	450	229	746	77	0	0
	2010	570	448	784	126	0	0
	2011	465	264	820	196	0	0
Hiking	2007	1451	230	44	0	4	3
	2008	1804	267	88	0	4	0
	2009	1651	310	66	49	4	0
	2010	1623	259	66	0	14	2
	2011	1498	456	22	0	4	0
Horse Day	2007	0	0	19	3	0	0
	2008	0	0	19	26	0	0
	2009	0	0	19	6	0	0
	2010	0	0	19	8	0	0
	2011	0	0	19	7	0	0
Horse Pack	2007	0	0	77	11	0	0
	2008	0	0	77	104	0	0

Activity	Year	General Forest Authorized	General Forest Used	Wilderness Authorized	Wilderness Used	Mount Margaret Backcountry Authorized	Mount Margaret Backcountry Used
	2009	0	0	77	26	0	0
	2010	0	0	77	32	0	0
	2011	0	0	77	28	0	0
Mtn Bike	2007	310	91	0	0	0	0
	2008	310	0	0	0	0	0
	2009	310	0	0	0	0	0
	2010	310	0	0	0	0	0
	2011	310	0	0	0	0	0
Paddling	2007	0	0	0	0	0	0
	2008	0	0	0	0	0	0
	2009	0	0	0	0	0	0
	2010	0	0	0	0	0	0
	2011	0	0	0	0	0	0
Road Biking	2007	153	65	0	0	0	0
	2008	153	65	0	0	0	0
	2009	153	43	0	0	0	0
	2010	153	73	0	0	0	0
	2011	153	65	0	0	0	0
Running	2007	420	420	0	0	0	0
	2008	420	420	0	0	0	0
	2009	420	420	0	0	0	0
	2010	420	420	0	0	0	0
	2011	420	420	0	0	0	0
Ski & Snowshoe	2007	479	102	0	0	0	0
	2008	459	50	0	0	0	0
	2009	634	42	0	0	0	0
	2010	652	44	0	0	0	0
	2011	652	94	0	0	0	0